

National Municipal Review

March 1958

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- Manager Proposed
In Albuquerque



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All-America Cities Celebrate Awards

Ten of eleven 1957 All-America Cities received their awards in January and February amidst a grand whirl of civic banquets, mass meetings and colorful parades. Omaha, Nebraska, envisions a two months program climaxing on March 18 with "the biggest, most impressive recognition banquet" ever held in that city, and perhaps anywhere.

Representatives of the League and *Look* Magazine have been on hand to congratulate citizens in each of the honored cities for jobs well done. League representatives presented the award certificates to mayors or civic leaders.

Along with the award certificate, winning cities received an official All-America City flag. Ketchikan, Alaska, and several other winning cities had flag-raising ceremonies the day the awards were announced.

Yankton led off festivities among the cities with a luncheon and public meeting at which South Dakota's Governor Joe Foss presided. Albuquerque had an evening mass meeting and dance.

Clarksburg, West Virginia, Vancouver, Washington, Middletown, Ohio,



Gardner Cowles, editor of *LOOK*, and George H. Gallup, chairman of the League's Council, presenting award to Dade County Commission Chairman Ralph A. Possey at a banquet in Miami.

and Galesburg, Illinois, had well attended banquets. In Middletown a special citizens publicity committee delivered a booklet titled "Thank you, Mr. and Mrs. Middletown" to every home in the area two days before the presentation dinner.

In Vancouver a gay afternoon parade preceded the banquet which was followed by a mass rally with more than 4,000 people attending. Governor Rosellini was on hand with a congratulatory speech and to crown "Miss Vancouver."

Neosho, Missouri, and Ketchikan had large public meetings in brand new

(Continued on next page)

Luncheon in Philadelphia at which League President Cecil Morgan (in front of flag) presented award to Mayor Richardson Dilworth (to his right) honoring civic leaders and organizations for renewal of obsolete areas.





All-America Awards

(Continued from preceding page)

school auditoriums, both of which were products of award-winning citizen action. Neosho plans a city-wide celebration later when its famous flower box displays are in full bloom.

Featured speakers at the award banquet in Miami, Florida, included Dr. George H. Gallup, foreman of the All-America Cities jury, who made the award presentation for the League, and Gardner Cowles, editor of *Look*, which,

(Continued on page 151)

Washington's Governor Albert D. Rosellini crowning Queen Rene Hopkins at ceremonies celebrating winning of the All-America Cities award by Vancouver. Middle, five finalists for "Miss Galesburg" (Illinois) in the All-America ceremonies. Bottom photo shows head table, with West Virginia's Governor Cecil H. Underwood (fourth from left) and other prominent officials, at dinner where Clarksburg received award from League Regional Vice President L. E. Marlowe who, grounded by snow, was on a 160-mile taxi ride when photo was taken.



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Editorial Comment

Goodbye, "Judge"

THE virtual abolition of justices of the peace throughout the state of Ohio by vote of the people in November 1957 added substantially to similar progressive action in Missouri in 1945 and New Jersey in 1949.

Bar associations and other advocates of judiciary reform have for years been intent on such accomplishments in other states but the going is slow and the resistance is great. The Tweed Temporary Commission on the Courts in New York State, for example, proposed abolition of the 3,000 justices of the peace in upstate New York in its proposed constitutional amendment in the 1957 legislature. That effort failed and the 1958 amended report not only drops the effort to abolish them but, making bad matters worse, entrenches them behind new constitutional barriers by permitting their abolition only by the separate consent of the people in each jurisdiction.

Justices of the peace are commonly laymen handling small cases in small communities which in horse-and-buggy days were too far from full-time courts and lawyers, but this is rarely necessary in these days of easy communication. Justices of the peace understandably are tenacious of their rights and opportunities and they defend themselves collectively with considerable political power when more modern procedures are proposed.

A well informed participant in the Ohio effort relates some factors that brought the Ohio campaign to success:

"In the so-called Toomey case in the U.S. Supreme Court in 1928, Chief Justice Taft stated that, since a mayor of a village under the law was paid only in the event of conviction, a judgement was unconstitutional, because of (1) the personal bias of the mayor and (2) the fact that his village would share in the proceeds of any fine which he might assess. Naturally, the same reason applied to justices of the peace, who were compensated only in the event of a finding in criminal cases of guilty.

"Despite this case, justices of the peace continued to flourish unabated in Ohio until 1951 when, because of the number of municipal courts, the uniform municipal court act was passed. The original municipal court acts all contained a provision that, when a municipal court was established, the criminal and civil jurisdiction of justices of the peace within the territory of the municipal court was immediately abolished. The uniform municipal court act of 1951 also contained this provision. The increase in municipal courts demonstrated in a good many areas the advantages of a municipal court and the disadvantages and shortcomings of justices of the peace.

"Testimony before various judiciary committees revealed that some justices of the peace were making more, through fees in arrest cases than members of our State Supreme Court. The various reports of speed traps and underhanded actions caused the submission of House Bill 937, which provides for the setting up of

county courts to take the place of justice of the peace courts.

"When a person sees himself about to be deprived of \$10,000 to \$15,000 income, he is likely to become quite perturbed, and consequently it was not easy to abolish justices of the peace in the counties where the mu-

nicipal court was extended, but it seemed that there was less opposition to the establishment of the county courts than to the individual instances of extending municipal courts. The Township Trustees Association did not take an active part in opposing the change."

Immunity Castle

EVEN though the doctrine that "a man's home is his castle" imparts a comforting sense of security, it seems to be applied largely in protecting crooks and violators of public trusts.

It is held to be improper to tap the telephone wire of a notorious racketeer, or at least to use a recording of his own words as evidence to prove his wrongdoing. The act of recording a man's admissions on a tape concealed in a brief case also arouses indignation as an invasion of privacy.

The fact that in these and other instances the victims are accused of acting against the public interest seems unimportant. The investigators who dare to avail themselves of technological improvements instead of contenting themselves with the old methods of grandfather's day are roundly condemned.

The gambling racket, notoriously the greatest corrupting force in the country, is free to use all the modern mechanical devices but the same devices may not be used to curb them.

There are many highfalutin' arguments in support of making things tough for law enforcement and investigating authorities, including the one that any relaxation would invite a police state; but if this keeps up people will begin to wonder whether the frustration is worth the price.

Recently a raid disclosed a "race wire" that served several eastern cities. This obviously was only a small part of the wire that helps the professional gambling racket to wax fat and have plenty of money with which to corrupt. Is it believable that law enforcement officials—federal, state and local—do not know that this wire exists, where it originates and where it goes?

Salvaging Alcoholics

Sergeant Burr of Seattle's police force operates farm where habitual drunkards are restored to usefulness.

By JOHN EVANS*

THE business of Supervising Sergeant Roscoe C. Burr of the Seattle police department is salvage. What he salvages is garbage from the city jail, wastes from Seattle's giant industries and alcoholics from the city jail's drunk tank.

Through the supervising sergeant's police leadership a further salvage operation is a drop of 50 per cent in repeat arrests for drunkenness in Seattle during the last decade. There was also a substantial reduction in all drunkenness arrests although Seattle's population increased greatly during this ten-year period. In fact salvage procedures reached even to himself. The great depression salvaged Sergeant Burr from a career in structural engineering. Upon graduation from Washington State College in 1932, he was offered a high of \$15 a week for his engineering services. The Seattle police department offered him \$140 a month.

To see a cut of 50 per cent in repeat arrests for drunkenness during a ten-year period, especially during the years following World War II, is a sharp reversal in the municipal experience of many large urban areas

* Mr. Evans has spent 30 of his 40 years in the ministry of the Episcopal Church as a newspaper reporter. He was an accredited war correspondent in Korea and is author of many articles for church and other publications. After his retirement as a newspaperman, he became pastor of the Episcopal Church of the Redeemer at Pendleton, Oregon, and is now general missioner of Eastern Oregon.

throughout the decade which closed with 1957. Seattle's reduced drunkenness arrest rate has brought about a more efficient deployment of the city police force.

Sergeant Burr's break with routine police tradition was his 1947 founding of the first, and still the only, police-operated rehabilitation center for victims of alcoholism. Alcoholism, now described by the American Medical Association as a disease, afflicts only a small percentage of persons who drink alcoholic beverages. But, says Dr. William C. Menninger, one of the country's leading psychiatrists, "If alcoholism were contagious a state of national emergency would be declared."¹

Alcoholism, also known as compulsive or problem drinking, is 155 times as prevalent as polio. Figures from the U. S. Health Service, the National Foundation for Infantile Paralysis, Inc., and the Yale University *Quarterly Journal of Studies on Alcohol*, show that there are 4.5 million alcoholics and only 29,270 polio victims in the country.

Sergeant Burr spent seven years in the army, beginning with the outbreak of World War II. He was elevated to the rank of lieutenant colonel. In military service almost no less than as a civil police officer, he was confronted with alcoholism which invaded his military police command.

¹ *Menninger Journal*, May 1957.

Three of his army years were spent at Icy Straits, Alaska, where 3,000 white civilians were constructing a \$28 million military installation. Pay was \$36 a day and the civilians had neither time off nor furloughs. Liquor was plentiful.

Despite the fact that as prison officer later on in Europe, where most of his 250 military police were victims of alcoholism, and where "wine, women and song were free," Sergeant Burr still believes more and more firmly that alcoholics are far more worthy of salvage than garbage or industrial waste. In fact, the latter salvages now contribute thousands of dollars annually toward the salvaging of Seattle alcoholics.

Sergeant Burr's first extensive experience in rehabilitation procedures were in Europe, where 365,000 displaced persons were under his military police command. Later, under GI rights, Sergeant Burr specialized at the University of Washington in the field of abnormal behavior. His special courses included criminology, penology and correction and other related courses.

Major Arrest Cause

Meanwhile, Sergeant Burr had come into close association with Judge John H. Neergaard of the Seattle Municipal Court. A study of Seattle police records revealed that in 1947 there were 27,550 arrests for drunkenness. This number was 65 per cent of arrests for all causes. Such a situation made it plain that alcohol had dominated police attention to the detriment of police activity in regard to other offenses. Moreover, only 5,250 individuals in 1947 were responsible for the entire

27,550 arrests. Such is to say that each person was arrested for drunkenness on the average of five times. One offender alone was responsible for 29 arrests during the year.

Economy of police time required immediate remedy and stiffer sentences for drunkenness were recommended. This was done by means of a "ladder" system of progressive sentencing for repeaters, established in 1948. First offenders were given a fine of \$30 suspended. A second offense within a year resulted in a fine of \$30 or ten days in jail if the fine could not be paid. Third offense, twenty days in jail, suspended; fourth offense, twenty days committed; fifth offense, 40 days, suspended; sixth, 40 days committed; seventh offense, 80 days, suspended; and the eighth, 80 days committed.

At the time the eighth offense is committed, the alcoholic may be declared a "common drunk" with subsequent offenses heard in state court where sentence may involve six months in the county jail and a \$1,000 fine.

As such an eighth sentence was imposed, Judge Neergaard looked at the culprit from the bench and said:

"You know, there are only about 6 per cent of the people who use alcohol as a beverage who ever have any trouble with it. When you are in that group you are there, and there isn't a thing in the world you can do about it except quit drinking. It is not your fault that your system will not handle alcohol any more than it is the fault of any other person who is suffering from another disease."

"If you had diabetes and the doctor told you to quit using sugar, you wouldn't think anything about it and

you would quit. You have something just as bad and, until such time as you know what it is all about, you are not going to have any more success in treating it than you would in any other disease. Any time you want to do something about it we are ready to help."

Meanwhile, the Seattle chief of police had designated Sergeant Burr to study the city jail and the disposition of drunk cases, together with effects of "ladder" sentencing.

The city jail, built in 1906, was designed for 85 male inmates. It was found to be vermin-ridden and unsanitary. In 1947 it was housing 800 per cent of capacity, with many women inmates. The structure was condemned.

Rehabilitation Needed

But the studies brought Sergeant Burr to the following conclusions:

"The longer commitments to the city jail seem to mean for some alcoholics only a prolonged wait for their next drinking spree. Without proper facilities to aid these prisoners, the men just lie around in the jail for ten to 80 days awaiting their release, only to be rearrested again on the same charge after being out only a short while.

"Since through the years facilities were lacking in the city jail to do anything special for the alcoholic, efforts toward rehabilitation were retarded by the deadening institutional life in jail."

Aided by the growing awareness of the public to the problem through the work of Alcoholics Anonymous, the Committee for Education on Alcoholism and the movie "Lost Week End," the police department

presented to the city council in 1947 Sergeant Burr's proposal to establish an alcoholic rehabilitation farm project.

The premise for proposing such a project was based by Sergeant Burr on the assumption that jail confinement injures rather than prepares an individual to assume a normal place in community life. The sergeant felt that the proposed rehabilitation project would permit individual treatment necessary in such cases; that it would permit men suffering from chronic alcoholism the opportunity, under supervision, to build themselves up physically and mentally, thereby renewing their self-esteem. Sergeant Burr further proposed that to obtain the highest degree of rehabilitation the following four principles should be included in the promotion and operation of the project:

1. The chief of police is personally responsible for the health and welfare of all city prisoners and for alleviation of overcrowded jail conditions. He is also criminally responsible for the neglect of all city prisoners;

2. Advocacy of a farm-type facility to alleviate an overcrowded jail, reduce disease and make healthful housing available;

3. Establishment of an educational program to "take the alcoholic out of the dark as a moral weakness and to label alcoholism a disease, like tuberculosis or diabetes";

4. The farm type facility would house only alcoholics; only alcoholics should be transferred to it from the city jail, because: (a) alcoholics are unable to protect themselves; (b) the alcoholic is a dependent person, "except when he

wants a drink badly enough to commit a slight case of robbery by picking somebody's pocket or by rolling him to get enough money for another drink."

Rehabilitative procedures recommended would encompass all inmates into a single group with a single problem. Individual and group therapy would be practiced. "Normally," Sergeant Burr explained, "the alcoholic who comes to the attention of the police is the person who currently lives on Skid Row. He has few jobs, few friends, is homeless, no relatives — or, if any, relatives don't want him around anymore — is always broke, lives on relief, is often in jail, clothing in rags, and is in need of medical attention, clean clothes and a bath."

Project Begun

Sergeant Burr then outlined for Seattle "an educational program designed to bring alcoholism out into the open as a disease and not as a sinful and hidden weakness." He said he then would focus his educational program on industry, schools, church, home and community. Alcoholism, he said, would be made to take its place as a public health condition requiring understanding and remedial care.

As a result of Sergeant Burr's study and proposed program, \$175,000 of city funds were voted for the experimental rehabilitation project which was to be established on a 32-acre tract of land owned by the Seattle Police Athletic Association. The association deeded the tract to the city for this purpose.

Initially 50 male jail inmates were transferred to the project on August

21, 1948, as patients. Later the facilities were enlarged to house 102 male patients. The basis of selection for treatment requires that each patient must have been a city prisoner arrested for drunkenness and under municipal court sentence to jail. The jail inmate must volunteer for transfer to the project for treatment and he must sincerely desire assistance in overcoming his problem and submit to a complete physical examination.

Under a Washington State Supreme Court decision, his status was changed, on transfer, from "prisoner of the city jail" to "patient in the rehabilitation project."

The project is affiliated with the National Foundation of Alcoholics Anonymous, which supplies literature on alcoholic problems. Attendance at A.A. meetings at the project is urged but not required. In addition to almost daily A.A. meetings of the project group, representatives from Greater Seattle A.A. fellowships visit the project twice weekly for consultative purposes.

Two of the city employees at the project are former patients. One has been sober for eight years and the other for three years. Both are cooks and are accomplishing much in the field of rehabilitation by assisting as counsellors.

Most of the patients at the center would normally be rated as "unemployables," yet surveys of nearby industries, such as Boeing Aircraft and Kenworth Motor Truck Company, indicate that a few former patients at the project have been successfully employed.

Charles Bechtol, personnel chief of Kenworth Trucks, said that alco-

(Continued on page 114)

Public Finances Parties

Puerto Rico, hoping to minimize influence of money on politics, tries giving subsidies from government.

By HARRY KANTOR*

PUERTO RICO has again taken the lead in political innovations by passing the world's first comprehensive law subsidizing political parties and strictly regulating the financial contributions of individuals and corporations to the parties. The relation of money to politics has always been one of the great problems facing democratic government and it appears as if the more democratic the country, the more widespread the suffrage, the more money is needed by those who run for office. In the mass democracies of today — India or the United States for example — it takes vast sums simply to inform the voters of the qualifications of candidates.

In the United States elections have become big business. Professor Alexander Heard of the University of North Carolina, after a thorough study, estimated that in 1952 the cost in out-of-pocket cash expenditures for nominating and electing all public officials was around \$140 million. This is a vast amount and although no other country elects so wide a range of its public officials, proportionate amounts are being spent all over the world wherever free elections are held.

* Dr. Kantor is associate professor of political science and assistant to the director of the Public Administration Clearing Service at the University of Florida. He is associate managing editor of the *Journal of Politics* and author of various studies and articles on government.

The old saying that "who pays the piper calls the tune" is true in elections as well as in music. If a candidate for office must obtain the money to finance his campaign from "the rich," it will be "the rich" who will be most influential when the election is over. All democratic countries recognize this and have passed laws to minimize the influence of money on elections, thus preventing the obvious domination of elections by the rich.

In the United States, for example, there are limits to the amount any individual or corporation may donate to any candidate or to any political party, and there are various limits placed on the total amount a political party may spend in any one year or any one campaign. None of these restrictions has proved very effective, however, in cutting down either the expense of running for office in the United States or in minimizing the influence of money on politics.

Other countries have tried to solve this problem in various ways, such as shortening the period of time for the election campaign and subsidizing various aspects of the campaign. In Great Britain the time for campaigning is held to a minimum and the election address of each candidate is mailed free to each voter. In France, some of the expenses of campaigning are borne by the government, including the cost of billboards, posters,

leaflets and postage to mail leaflets. Various other plans are used in other countries.

The present legislation of Puerto Rico, however, has attacked the problem in a more comprehensive way. By Commonwealth Law 110, approved on June 30, 1957, the treasury of the commonwealth of Puerto Rico, beginning July 1, 1957, will make \$75,000 available to each of the established political parties during each non-election year and \$150,000 available during an election year. At the same time no individual will be permitted to give a political party or any candidate for office more than \$400 during any non-election year or more than \$600 during an election year. Thus it is hoped to create a situation in which candidates of all established political parties will be able to campaign for office on an equal monetary basis and the influence of money on election results will be minimized.

Reasons Given

The best way to understand what the Puerto Rican legislature had in mind is probably to read the statement of motives which precedes Commonwealth Law 110:

"It is a universally admitted principle that political parties are instruments necessary to democracy in that it is through them that the people lend their support to programs and express mandates with regard to their government. All democratic parties, both majority and minority, fulfill these functions; majority parties sponsor that government work which reflects the opinion of the majority but is to be carried out for the benefit of all the people, with no partisan

discrimination; minority parties voice the viewpoint of another sector of the people with a view to convincing a majority for certain different purposes in certain different ways and seeing to it that the program sponsored by the majority be actually administered with equality to all.

"For such reasons, it is profoundly in the public interest that political parties be free from the control of economic forces, private or governmental, which, upon becoming necessary for the financing of the normal legitimate activities of political parties, might gain a control or influence over them that would be imimical to the democratic ideal, to the political freedom of the people in general and to a genuine operation of democracy.

"It is for this reason that the legislature thinks it wise that, on the one hand, large monetary contributions to political parties be forbidden and, on the other hand, that these democratic organizations be adequately provided the funds for the fulfillment of their most essential functions, independently of each citizen's duty to contribute toward the support of his political party small sums compatible with his income and with such standards as each party may set up, within the ends and purposes of this act."

Under the law an election fund is established in the commonwealth treasury. The secretary of the treasury is empowered to pay out to each of the established parties up to \$75,000 each non-election year and up to \$150,000 during an election year. If a party does not use all of its \$75,000 during any year, it can use the balance during the election

year, but any amounts not used after each four-year period revert to the treasury. When two parties organize a coalition to run the same candidates they are entitled to the amount of money one party gets instead of the amount due to two parties. Each party must set up a formal organization to handle party funds and designate two persons who are to be responsible for handling the money.

Purposes Covered

The money which the political parties receive from the government may be spent for any of the following purposes: rental of central offices; telephone and telegraph service in Puerto Rico; office supplies and equipment; light, water and power service; radio broadcasts, telecasts and moving pictures for propaganda in Puerto Rico; travel expenses within Puerto Rico while on political missions; political advertisements in Puerto Rican newspapers, printing of party programs; postage, distribution and transportation of propaganda material relative to the political campaign or the election in Puerto Rico; expenses for general and special elections, referendums, primaries, conventions, assemblies and registrations; printed matter, recordings, political propaganda materials, symbols, flags, political propaganda films to be exhibited in Puerto Rico and printing of political newspapers for circulation in Puerto Rico, including equipment, materials and machinery for the production thereof; and all such other expenses thereby incurred to implement and carry out in Puerto Rico the provisions of the law.

Each political party must keep a

complete and detailed account of the way in which this money is spent and must render a monthly report, under oath, to the secretary of the treasury and to the controller of the commonwealth. This monthly report must include the name of the person who received the money as well as the reason for the expense. Whenever a financial report is not filed by the 10th day of the month by any party it cannot receive any additional funds until the report is filed.

Having provided for stable financing for each of the principal political parties, the law then sets stringent limitations upon the cash donations any person, corporation or organization can make to a political party. Each person or organization or corporation can donate not more than \$200 to any local party group and not more than \$200 to any national party and not more than \$400 in any one year to both except that during an election year the amount is raised to not more than \$300 to each local and national party fund and not more than \$600 to both by any one person, corporation or organization.

Another provision of the law is intended to prevent high government officials from forcing contributions to political parties by government employees. No one will be permitted to solicit contributions for political purposes from any government employee at any time nor can contributions for political purposes be solicited at any time by anyone from anyone in any office where any activity of the commonwealth of Puerto Rico is being carried on. Any violation of this ban is to be punished as a felony and those convicted will become unqualified as candidates to elective office,

they will be barred from holding any public office in the commonwealth and they will be disenfranchised. If any other provision of the act is violated, those convicted will incur the penalties listed above in addition to which they will be liable to a minimum term in prison of six months and a minimum fine of \$1,000.

Three Parties

At the present time there are three political parties functioning in Puerto Rico which maintain a legal status because they have polled at least 10 per cent of the votes cast in the most recent elections. These are the Popular Democratic party, which now controls the government, the Republican party and the Puerto Rican Independence party. That means that the maximum amount the government will pay out will be \$225,000 during each non-election year and \$450,000 each election year. There are three other political parties which function in Puerto Rico but are not recognized since they fail to receive 10 per cent of the votes or because they refuse to participate in the elections. The Socialist party lost its position on the ballot when it scored only 3 per cent of the votes cast in the 1952 election. Since then it has practically disappeared from the scene.

The Nationalist party and the Communist party do not participate in elections and have only meager popular support primarily because of their purposes and methods which do not meet with a very sympathetic hearing. The Nationalist party has advocated terrorism and violence as a means of dramatizing its demand for independence for Puerto Rico.

On at least four occasions violence has actually been used, two of the most well known being the attempt to assassinate President Harry Truman and the attack on the United States House of Representatives on March 1, 1954. The Communist party resembles all other Communist parties in its slavish following of the Russian party line.

It will be interesting to see how this law works out in Puerto Rico. In the United States there seems to be a deep-seated apathy and cynicism toward the subject of money in elections. Many of those who have studied the problem feel that some kind of governmental support to the political parties will have to be worked out sooner or later. The experience which Puerto Rico will have with this new law, therefore, should be a valuable guide as to what can be done in other countries to solve the problem of financing political parties in such a way that campaign contributions do not dominate the activities and programs of political parties.

The first seven months' experience with the plan is described in a report released by José Ramon Noguera, secretary of the treasury of Puerto Rico.

Only two of the three recognized political parties utilized the fund. The Independence party refused to participate claiming that to do so would be a misuse of public funds and support a government plot against the opposition parties.

Preliminary figures show that the Popular Democratic party drew \$16,057 from July 1, 1957, to January 28, 1958. The Republican party drew \$20,415 during the same period. These payments are at a rate well

below the maximum the law permits. Evidently the parties are letting the balance accumulate for use during the next election.

The Popular Democrats used most of their money to pay for a half-hour radio broadcast every night except Sunday in three large cities—about \$1,000 a month. The rest was spent for the party's San Juan headquarters. The Republican party used most of its money for newspaper advertising. Until now, the treasury has been paying the bills presented by the two parties and none of the money has passed through the hands of party officials.

SALVAGING ALCOHOLICS

(Continued from page 109)

holics with skills are often recommended and that a record as a patient in the rehabilitation project, as such, is not a bar to employment.

Canadian cities have been more alert in recognizing the Seattle rehabilitation project than those of the United States. Recently a representative of the Seattle project was invited to explain the plan to officials in Victoria and Vancouver, British Columbia, and in other cities north of the border.

Police Given Credit

Judge Neergaard, who cited these invitations, explained that the Seattle police department may take almost sole credit for the success of the program. At the same time he added

that the community at large is scarcely aware of it. Judge Neergaard said that the Seattle police department is now nationally recognized as being the first to set up an alcoholic rehabilitation agency.

Several years ago, Sergeant Burr asked the city council for money with which to purchase some pigs for use in occupational therapy and for garbage salvage. The council gave him \$250 for the purpose. The feed for the swine comes in part from the garbage of the city jail and from the kitchen of the project. Hay, carrots and potatoes, grown on the project, also are used for feed. The city now realizes an income of \$20,000 annually from the pig project, to say nothing of its occupational therapy value.

The Boeing Aircraft industry and other industrial institutions contribute waste products for recovery of useful items by patients of the project. This includes metals, paper, fabrics, nuts and bolts, wire, crating lumber, worn machinery and other materials. Revenue from this source reaches into the thousands of dollars a year for Seattle taxpayers' benefit.

EDITOR'S NOTE. — The Seattle-Tacoma-Everett Freeway will absorb much of the present rehabilitation farm, making it impossible to continue on that site. Attempts to secure two other large tracts have failed because of protests from surrounding communities.

Montana Pace Setter

Petroleum, its smallest and only county with manager plan, continues record of high economy and efficiency.

By ROLAND R. RENNE*

PETROLEUM County, the only one of Montana's 56 counties with the council-manager plan, continues to set the pace for administrative efficiency and low cost operations in the state. Petroleum's record makes excellent reading in these days of high costs and heavy governmental expenditures. It is an excellent example of what can be achieved with the manager plan to cut county administrative costs to a minimum.

Petroleum County was the last of Montana's counties to be created. Organized in 1924 from the eastern third of Fergus County in the center of the state, it is the smallest of the 56 counties in taxable valuation or population. Its taxable valuation in 1957 was \$1,639,396 compared with an average of over \$10 million for the other 55 counties. Only slightly over a thousand people live in the county (1,026 by the latest official U. S. census), and there is only one incorporated town, Winnett, the county seat, with a population of about 400. In area, Petroleum has 1,664 square miles, is larger than thirteen other Montana counties and

nearly three times the size of the average U. S. county — 618 square miles.

A decreasing flow of oil from the Cat Creek field and declines in crop and livestock returns after 1924, accompanying drought and depression, created a financial crisis and debt situation impossible to handle with the usual county administrative machinery. For example, in the early forties, Montana counties were not permitted by statute to levy more than sixteen mills for general administration. The ceiling today is twenty mills. The sixteen-mill maximum raised only \$12,028 in Petroleum County for the fiscal year ending June 30, 1942, whereas expenditures for administration were \$22,882. It seemed imperative to cut administrative costs to get within the budget raised by the maximum levy or the county would sink further into debt. For several years the deficit had been made up by sales of tax deeded lands and delinquent tax collections.

Consolidation of certain county offices was tried but was found to be inadequate. In 1938 the offices of superintendent of schools and assessor were consolidated, and the offices of public administrator and coroner were consolidated with the sheriff's office. County office consolidation may result in some savings in administrative costs but, to achieve maximum efficiency and economy, only the coordinated effort, centra-

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lized responsibility, simplified record-keeping and selection of personnel on a merit basis, possible under the manager plan, will do the job.

The Record

The manager plan was adopted by Petroleum County voters in 1942, effective January 1, 1943. At that time, there were more than \$20,000 of warrants and \$50,000 of bonds outstanding. A decade later, at the end of the fiscal year 1953 (June 30), Petroleum had no bonds outstanding, only \$5,051 of warrants and more than \$31,000 cash in the warrant fund or a net surplus of \$26,000. On June 30, 1957, Petroleum County had only \$1,771 in warrants outstanding, no bonded indebtedness and total cash on hand of \$52,800 or a net surplus of \$51,100.

This excellent cash condition has not been achieved by increased tax levies but by efficient, low cost administration. Petroleum County spends far less than any other Montana county for administration. In the year just prior to adoption of the council-manager plan, the cost of operating the six major administrative offices — commissioners, county clerk and recorder, treasurer, assessor, sheriff and county superintendent of schools — was in excess of \$22,000. For the fiscal year 1957, the cost of performing the services of these six offices was approximately \$17,000, \$5,000, or 22.5 per cent, less than fifteen years earlier. During this same period, the costs of operating these administrative offices in the 56 counties of the state more than doubled from \$2,176,000 to \$4,557,000 or a 109.4 per cent increase.

Montana counties are classified into seven groups based on their taxable valuations. Salaries of administrative officers vary with the class of county. The seventh-class counties are the smallest, with less than \$5 million taxable valuation. Petroleum falls into this class along with nineteen others. The average costs of operating the six major administrative offices in these seventh-class counties in 1957 was over \$39,000, or more than twice as much (130 per cent) as the \$17,000 cost in Petroleum County. Average costs in the three smallest counties of the state were approximately \$31,000 for the six major administrative offices, or nearly twice as much as in Petroleum. The lowest county of the 56 spent \$26,815, approximately \$10,000, or 58 per cent, more than Petroleum County spent.

The average cost of operating the six major county offices for all 56 Montana counties in 1957 was approximately \$80,000, or nearly five times Petroleum County expenditures for these same services.

How Record Achieved

How has Petroleum been able to make this excellent record? Under the council-manager plan Petroleum County is not required by Montana statutes, as are the other 55, to elect numerous officials who operate their offices independently of each other. Petroleum County elects a board of three commissioners which appoints a county manager, and the manager employs whatever assistants he needs to perform all the administrative services of the county government.

In contrast, the other counties elect, in addition to a board of three

commissioners, a clerk and recorder, treasurer, assessor, superintendent of schools and sheriff, and frequently other officers such as a surveyor, auditor, coroner and public administrator. These officers operate each of their offices independently and employ deputies or assistants to help them. This decentralized and departmentalized plan is very expensive, as the statistical comparisons above with manager operations in Petroleum County illustrate.

In the seventh-class counties, the board of county commissioners usually meets only the first three days of the month and at such other times as budgets, relief or other matters may necessitate. They are paid a stipulated amount per day for each day they meet. It is significant that expenditures for the board of county commissioners are the lowest in Petroleum County of any Montana county. For example, in 1957 commissioner expenses in Petroleum were \$772.08 compared with an average of \$4,076.39 for the twenty seventh-class counties. The next lowest county, Treasure, spent \$1,545.90, or twice as much as Petroleum.

Apparently, the Petroleum County commissioners having appointed the manager find that, with his centralized responsibility for complete operation of the county government, he can handle many of the problems that in counties without the manager plan the commissioners must undertake. With the manager plan, the board of commissioners acts more like a board of directors of a modern business organization, meeting perhaps monthly for a general briefing of operations by the manager and setting general policies to guide the

manager. The commissioners do not meet frequently to carry out administrative details, which is often the case in the typical Montana county without the manager plan.

With the manager plan, the best talent in the county should be available for serving as county commissioners because only a limited amount of time is required to carry out the board's functions, whereas in the typical county operating under the departmentalized, decentralized procedure, commissioners are called upon to make many administrative decisions and to carry out many administrative details. This makes it impossible or difficult for many busy executives to serve.

Savings Possible

If all 56 of Montana's counties had adopted the council-manager plan fifteen years ago when Petroleum County did, and had the same operating experience as Petroleum County, Montana taxpayers would have spent only \$1,686,000 for operation of the six major administrative offices in 1957 instead of the \$4,557,000 they did spend. Thus, savings on these six administrative offices alone would have amounted to \$2,871,000, or the equivalent of nearly five mills tax levy on all property in the state.

But these savings, substantial as they are, do not represent the total benefits or savings which are procurable under the council-manager plan. Montana counties spent more than \$7 million on administrative expenses alone in 1957. These expenditures include the six major administrative offices mentioned above and costs of the county attorney,

district court, county building operation and maintenance, elections and miscellaneous administrative expenses including public administrator, coroner and surveyor.

In 1942, total county administrative expenses were \$3,327,000, or less than half the 1957 expenditures. Based on Petroleum County's experience for these fifteen years, total possible savings in administrative costs would exceed \$4.5 million for the 56 counties. This is the equivalent of nearly eight mills on all property in the state. Since the average millage levy for county administrative expenses in 1957 was slightly in excess of fourteen mills, the possible savings from utilization of the manager plan would have exceeded one-half the total levy for administrative expenses.

Administrative expenses, however, are only part of the total expenditures for operation and maintenance of services. In 1957, Montana counties spent \$40,561,000 for all services, including education, charities and corrections, general government, highways and bridges, conservation and development of natural resources, protection of life and property, conservation of health and sanitation and miscellaneous services. Thus, administrative expenses of \$7,096,000 comprised only about a sixth of total county expenditures (17.4 per cent). It is to be expected that the general increase in administrative efficiency resulting from operation of the council-manager plan would bring about reduced costs in the rendering of numerous major services such as construction and maintenance of highways, bridges and airports, programs to develop

and conserve natural resources, operation of charities, general relief, county hospitals, etc.

It is difficult to estimate precisely how much could be secured in savings through better business management and operation of county services with the manager plan, but it seems reasonable to expect that considerable savings would result if the more businesslike operations characteristic of the manager plan were used. If only a 10 per cent increase in general efficiency were to result, the savings would approximate an additional \$3.5 million, and a 15 per cent boost in efficiency would result in savings of about \$5 million in addition to the savings in administration expenses of some \$4.5 million. Based on experience with the manager plan in Petroleum County, these estimated percentage savings seem quite conservative. It would seem reasonable to assume, therefore, that total savings in Montana county administration might run between \$8 million and \$10 million annually.

Conclusion

At this time, when taxpayers are feeling the pinch of higher taxes generally because of heavier expenditures of local school districts, county and state governments and the federal government, with prospects of still heavier expenditures especially at the federal level for missile programs and national defense, any program that would offer prospects of saving \$10 million per year, or the equivalent of some sixteen mills levied on all taxable property in the state, should certainly be given careful consideration. Petroleum Coun-

(Continued on page 131)

News in Review

City, State and Nation

Edited by H. M. Olmsted

Minneapolis Charter Revision Urged

Citizens League for City Administrator

AS a result of several years of work by a committee of the Citizens League of Minneapolis and Hennepin County, the league has submitted a series of charter proposals to the Minneapolis Charter Commission, as a broad outline to stimulate serious interest on the part of officials and civic groups in the need for revising the 38-year-old charter and in the chief aspects where change and improvement are called for.

The present city government in Minneapolis is characterized as a weak mayor-strong council type. The league would strengthen both the mayor as the executive head and the council as a legislative body.

The mayor's term would be extended from two years to four. He would have power to appoint eight department heads, with the advice and consent of the council, but to serve at his pleasure, as follows: chief administrative officer; directors of public safety, public works, health and welfare, finance, and planning, and the city attorney; also the city assessor, but for a fixed term and removable only for cause.

The chief administrative officer would be a new position. He would head a department of administration and would help the mayor in planning, directing and coordinating administration. The department would include a budget division and a personnel division, each with a director.

The board of estimate and taxation and the board of public welfare would be abolished. The comptroller and the treasurer, now elected, would be appointive

and, together with the purchasing agent, would head major divisions of the department of finance.

The city attorney would be under the mayor rather than under the council as at present.

The city council would be responsible for legislation, most appropriations and tax levies, bond issues and checking on administration under the mayor. It would be given the authority to consolidate tax levy funds under its jurisdiction (including funds of the present welfare board), subject to a maximum equal to the total of the existing separate tax levy maximums.

The council would remain as thirteen members (aldermen) elected by wards, but with four-year instead of two-year terms. It would have power to determine the mayor's salary, also the compensation for councilmen, to take effect in the following term. It would continue to appoint the city clerk, as clerk of the council and head of the bureau of voter registration, but with other present duties transferred to departments under the mayor. The council would be given power to contract for or employ research and auditing services. These would be available for administrative investigations.

The school, park and library boards would be retained, with authority to set their own property tax levies within charter or statutory limits, but subject to the council as to issuing bonds.

The various boards and departments would be authorized to contract with one another for provision of common services, so as to avoid unnecessary duplication.

The league's committee on governmental structure, besides making its own studies, undertook to interview a broad sampling of key citizens with the aid of

other league members; 87 such persons were interviewed personally and some 50 others by questionnaire.

Council-Manager Plan Developments

NORTH MIAMI BEACH, FLORIDA, (1955 population 12,161) voted 1,915 to 336 on January 7 to adopt a council-manager charter, to become effective March 8.

DURANT, OKLAHOMA, (1950 population 10,541) adopted the council-manager plan on January 14 by a vote of 1,026 to 887. The new government will go into effect May 1, 1958.

At a special town meeting in WINTHROP, MAINE, (3,026) the town manager plan was approved 306 to 237. The selectmen have been designated to appoint the manager.

In PACIFICA, CALIFORNIA, incorporated in the fall of 1957, a city manager was appointed in January 1958 to take office February 3.

Cities added in 1958 to the official list of the International City Managers' Association and not heretofore reported here are: by ordinance, HAYDEN, ARIZONA, (1,494); NAPOLEON, OHIO, (5,335); and EMPIRE, OREGON, (2,261); by charter, WESTMINSTER, COLORADO, (1,686).

At a recent special town meeting in GORHAM, MAINE, the citizens voted 502 to 293 in favor of the town manager form of government. It had been approved in March 1957 (see the REVIEW, May 1957, page 248) but because of technicalities in the warrant it was necessary to vote on the matter a second time.

Ex-Mayor Brunton of SPRINGFIELD, MASSACHUSETTS, who went out of office on January 6, predicted the voters would adopt council-manager Plan D within two years. It has been twice defeated at the polls but the ex-mayor felt that the present weak-mayor type of government will be supplanted and that the public

would prefer Plan D to strong-mayor Plan A.

In TROY, NEW YORK, a movement for council-manager government is under way, supported by the City and County Taxpayers Association and to some extent by other groups. Troy is reported to have one of the highest tax rates in the state. The plan is opposed by the city administration.

The village of WALDEN, NEW YORK, voted 265 to 231 on December 6 against adoption of the council-manager plan.

Voters of WILLIAMSON, WEST VIRGINIA, on January 28, defeated a proposal for creating a charter board 1,273 to 897. Charter revision has been urged by supporters of the council-manager plan.

In DOOTHAN, ALABAMA, the city commission has received a comprehensive report from a committee for council-manager government, urging an early referendum vote on the question of adopting the manager plan. The committee, an outgrowth of the governmental affairs committee of the chamber of commerce, had made a study of the plan in cities of 25,000 to 75,000 population in Alabama, Florida and Georgia. A special election on February 11 has resulted in a vote of 1,243 to 802 for the manager plan, but another vote is to be taken March 11 on a mayor-council proposal.

Petitions have been circulated in BATTLE CREEK, MICHIGAN, calling for a referendum on two questions: shall the charter be revised and shall the council-manager plan be adopted?

The village of MOUND, MINNESOTA, has voted 476 to 341 to retain its present council-manager plan.

At a special election in LEXINGTON, NEBRASKA, on January 21, the council-manager plan was retained by a vote of 753 to 354.

The planning commission of IOLA, KANSAS, has investigated the operation

of the council-manager plan in seven Kansas municipalities and has recommended that it be considered for adoption in Iola. Accordingly Mayor Ben Ellis announced that a committee would be appointed, with two members from each civic group in Iola, to study the plan and recommend whether it should be adopted. A referendum could be held at the 1958 municipal election.

The city council of **SOUTH SALT LAKE, UTAH**, has voted four to one to terminate the office of city manager so as to save money (\$6,000) for a highway program. A member stated that the council would experiment for a time in meeting the manager's responsibilities "with added services from councilmen and department heads." No reflection on the manager was said to be intended. The council's action was taken in executive session rather than at a public meeting as required by statute.

The International City Managers' Association has announced that 85 per cent of the 339 city managers appointed during 1957 came from public administrative positions. One-third had served as manager in some other municipality and 17 per cent had been assistant managers or administrative assistants to managers.

Neighbor Cities in Texas Plan Joint Efforts

Two cities in northern Texas, some ten miles apart, Sherman (28,000) and Denison (23,000), have established a joint commission of ten members to formulate and develop a plan of cooperation, according to *Public Management*. The committee consists of the mayor, city manager, chamber of commerce manager and two other citizens, for each city. It is considering programs on industrial promotion, information and publicity, metropolitan planning, highway construction, health services, state legislation and tourist and recreational development. Metropolitan programs for possible in-

vestigation include airport, health, highways, public safety and zoning.

Elgin, Ill., Undertakes Joint Police-Fire Service

Twenty-four men are being recruited in Elgin, Illinois, as public safety officers to provide a joint police-fire service. The action was recently approved by the city council to help solve the financial difficulties of meeting the manpower recommendations of the National Safety Council and the National Board of Fire Underwriters, plus recent legislation which reduced the work-week of all municipal firemen in Illinois from 72 to 56 hours a week.

In the police department the 42 additional men recommended by the National Safety Council would add a salary cost of approximately \$163,800 per year. To add 48 firemen as recommended by the National Board of Fire Underwriters would add \$187,200. To adjust to the 56-hour work-week would mean an additional 21 firemen at an annual salary cost of \$81,900. The total increase would be almost 89 per cent over 1957 expenditures.

Three major steps have been taken to meet the situation. First, an auxiliary fire force will be created of about 40 to 50 men recruited from the water, street and other city departments. The men will be paid for their work and training at \$2 per hour. Second, 24 men are being recruited for joint police-fire service. These men will be assigned to the police department on a 40-hour week and will receive training in both police and fire duties. They will perform normal police patrol during their shifts and in the event of fire will proceed to the scene of the fire and will come under the control of the fire department. Third, four new fire fighters will be appointed and various promotions will be made in both police and fire departments to increase the command and supervisory positions.

The total cost of this program for 1958 is estimated at \$146,540. About \$70,000 will come from current revenues, but the remaining \$76,540 will have to be squeezed out of other governmental costs.

Washington State Seeks To Compel Redistricting

A proposed constitutional amendment, to be voted on in November 1958, would provide means for redistricting the state of Washington every ten years for members of Congress and the state legislature, if the legislature fails to do so. The last time a legislative redistricting was made by the legislature itself was in 1901, except for its 1957 action in rewriting and grossly distorting the redistricting plan that had been adopted by the people as Initiative 199 (see the REVIEW, May 1957, page 245, and February 1958, page 74). The last previous revision of legislative districts had been in 1930 by initiative.

The proposed amendment, which was submitted by the legislature to popular vote after revision by the lower house, reiterates that the legislature redistrict the state after each federal census, but goes farther in creating a reapportionment and redistricting commission with the duty of redistricting the state if the legislature fails to act during the first session after the federal census figures become available. According to the Washington State Research Council it would consist of the secretary of state (as chairman); representatives of labor, agriculture and industry (one of each, with no more than two from the same political party, all three to be appointed by the governor); one Supreme Court justice, appointed by the chief justice; and two members appointed jointly by the president of the Senate and the speaker of the House, of the preceding legislature (one from each of the two major political parties).

The commission could also be called into action in the event of (a) a veto of

legislative action after adjournment, (b) the voters' rejection of a referendum, or (c) Supreme Court invalidation of a redistricting measure.

The plan, if adopted, is expected to spur legislative action. The Supreme Court would have original jurisdiction both to compel the commission to perform its duties and to determine the validity of an action by the commission or the legislature.

The people will also vote in November on a proposed amendment to permit the legislature to change the salaries of appointed officials during their terms of office.

Oregon to Vote On 11 Amendments

The 1957 Oregon legislature approved, by joint resolutions, eleven proposed constitutional amendments for submission to popular vote on November 4, 1958. Their purposes are briefly as follows:

To authorize the modification of the state's present boundaries by interstate agreement with approval of Congress;

To authorize the State Supreme Court to appoint temporary judges to the Supreme Court and lower courts and to assign lower court judges to serve temporarily outside the district for which they were elected;

To increase from 4 per cent to 6 per cent of total assessed valuation the limit on state bonds for the purpose of making farm and home loans to veterans;

To authorize the legislature to enact laws permitting the calling of a special grand jury;

To eliminate the death penalty for first degree murder;

To increase annual salaries of state legislators from \$600 to \$1,200;

To authorize the voters in any county to adopt charters dealing with matters of county concern; and reserving initiative

and referendum powers to the voters of counties adopting charters;

To authorize the legislature to change the use of certain state institutions;

To empower the state to acquire and develop water, thermal and nuclear power generating facilities, and to transmit and sell electrical energy therefrom on wholesale basis or directly to industries using 10,000 kilowatts or more;

To authorize the legislature to determine limits for county bonded indebtedness;

To permit taxes levied against property included in an urban redevelopment or renewal project to be divided so that taxes on increase in value of such property shall be used to pay any indebtedness incurred in carrying out the project.

Ohio Extends Senatorial Terms

In pursuance of the Ohio constitutional amendment adopted in November 1956, increasing the term of state senators from two years to four, Ohio voters in November 1958 will elect half the Senate for two-year terms and the other half for four-year terms. As required by the amendment the governor, auditor and secretary of state have designated the terms for various Senate seats. Beginning in 1960 all senators will be elected for four-year terms except that provision is made for certain districts to have partial representation for fractions of population over the ratio for one senator. Members elected to represent such fractions will serve for only two years.

Court Reorganization — Illinois, Iowa

The proposed amendment to the Illinois constitution for simplification and reorganization of the court system (see the REVIEW, October 1957, page 467), which has been generally endorsed by various

civic groups including the Illinois and Chicago Bar Associations and the American Civil Liberties Union, is vigorously opposed by the Illinois Justices, Police Magistrates and Constables Association. The group has engaged a professional fund-raising organization and has been selling stickers to merchants in "down-state" cities to raise money for its campaign of obstruction. The amendment will be on the November 1958 ballot.

The Iowa Bar Association is undertaking to inform the public of its proposed court reorganization plan in an effort to have it accepted by the 1959 legislature. It advocates a unified state court system, elimination of justices of the peace, establishment of an administrative judge for each district and the appointment of a statistician to aid in studying and controlling the flow of court activities.

California Establishes Legislative Interns

The California State Assembly has initiated what is reported to be a pioneer development—the California State Legislative Internship Program. As described in *State Government* for January by L. H. Lincoln, speaker of the Assembly, some fifteen graduate students from five sponsoring California universities will serve with the legislature in a variety of jobs for a period of ten months. The Ford Foundation will assist in financing the program for five years. The interns receive \$400 per month, half from the foundation and half from the Assembly. Mr. Lincoln notes:

"Those in the first class reported to work at the state capitol in Sacramento on September 1 and were immediately assigned to committee chairmen. Since that time they have been aiding their chairmen and committee staffs in doing research, preparing committee hearings, handling constituent inquiries, summarizing bills, drafting correspondence, pre-

paring speeches and news releases and helping in hundreds of other tasks which come up in a legislative office.

"The program is modeled after the Congressional Intern Program that has been operated in Washington, D. C., since 1953 by the American Political Science Association. The popularity of the Washington program among congressmen and the keen competition among students stimulated the adoption of the program in the California State Assembly. . . .

"The idea for the project first came up at a Conference on Streamlining State Legislatures held at the University of California at Berkeley in October 1955."

Manuals Supplement **Oregon Election Laws**

An interim committee of the Oregon legislature, with a staff headed by A. Freeman Holmer of Willamette University, prepared twelve important bills revising the Oregon election laws for the 1957 legislative session. Seven of the bills, including 80 per cent of the recommendations, were passed.

Mr. Holmer was then appointed by Secretary of State Mark O. Hatfield as head of the Elections Division to implement the revised law and secure compliance with its provisions by election officers throughout the state. Hatfield, too, was on the political science staff at Willamette University and then, as state senator, served as a member of the interim committee. Thus, Hatfield and Holmer have had an unusual opportunity to give effect to the recommendations they shared in framing.

It was agreed by the various election officials and legislative committees represented at the sessions on election laws at the National Conference on Government, at Cleveland in November 1957, that for

lack of adequate instruction and schooling of the local administrators of election procedures, the actual practice frequently varied widely from the ponderous tomes of fine print constituting the oft-amended and confusing compilation of election laws.

Mr. Holmer has now issued a new volume of the text of the election laws, accompanying them with laymen's manuals in five parts. Each manual includes the section of the election laws pertinent to the groupings of potential users. There are: *Voters' Manual*, *Manual for Election Boards*, *Manual for Candidates and Political Parties*, *Manual for Initiative and Referendum Sponsors* and *Manual for County Clerks*.

He is also arranging seminars at various points in the state and has found the county clerks and other local election officials receptive and cooperative. County clerks will be holding schools for all election board members later this spring.

R.S.C.

Pre-filing of Bills **Aids N. Y. Legislature**

At the close of the first week of 1958, bills had been filed in the New York legislature to the number of 1,730 as compared to 256 at the same time in 1957 — this increase being a result of legislation last year permitting the pre-filing of bills as early as November 15 for the next year's session. Such bills are not considered technically introduced until January 8, the opening date, but can be numbered, indexed and sent to the printer. Accordingly, most of the 1,730 bills had been printed and were before committees by the opening session; in 1957 almost no printed bills were available until after the first week. In the 1957 session a total of 7,888 bills were introduced.

Metropolitan Government . . .*Edited by William N. Cassella, Jr.,
and Victor Jones*

Merger Proposed In Albuquerque

Committee Completes City-County Charter

A proposed charter for a consolidated city-county of Albuquerque, New Mexico, has been approved by the City-County Charter Committee appointed in 1952 by the commission of Albuquerque and the board of commissioners of Bernalillo County. The charter provides for a seven-member governing body and a city-county manager.

The charter committee, created under enabling legislation passed by the New Mexico legislature in 1951, has been composed of seven city residents appointed by the city commission and seven county residents appointed by the county commission. Officers of the committee are Keith E. Moore, chairman; Walter W. Nations, treasurer; and Epifanio Garcia, Jr., executive secretary. Although the roster of members of the committee has changed a number of times during its more than five years of existence, approximately half the members have served continuously. In all some 30 persons from diverse backgrounds have served.

In the letter transmitting the completed charter to the city and county commissions the contribution of volunteer efforts of local civic groups and other organizations was recognized. These included the Albuquerque Bar Association, the Albuquerque Lawyers Club, the League of Women Voters, and the Department of Government and the College of Law of the University of New Mexico. In the course of its studies the committee analyzed the experience of other areas with a combined city-county arrangement,

other county charters and model charters published by the National Municipal League.

The original draft of a proposed charter was considered much too long and early in 1957 a subcommittee was designated to prepare a shorter simplified document. The revised draft when approved by the whole charter committee was submitted to the city and county commissions and the Albuquerque Bar Association, and their suggestions considered and acted upon. The final document approved in January 1958 is unusually brief.

The committee noted that the joint meetings held with the city and county commissions were particularly valuable and that "over five years the views and experiences of successive commission administrations have illuminated several difficult provisions of the proposed charter. Thus the deliberations of your charter committee have been marked by great harmony both within its own membership as well as in cooperation with other civic groups."

The proposed charter was prepared pursuant to enabling legislation passed in 1951, which was authorized by an amendment to the New Mexico constitution approved by a statewide vote in September 1949. The constitutional provision permits city-county mergers in counties with a population of at least 50,000. The 1950 population of Bernalillo County was 145,673. Its estimated present population is 220,000 of which 179,000 is in Albuquerque. There are no other incorporated municipalities in the county.

The proposed charter provides for the incorporation of the city-county of Albuquerque, which will have the limits of Bernalillo County. Its powers shall be those granted to municipal corporations,

cities and counties by the constitution and laws of the state.

Under the proposed charter the governing body of the city-county will be a seven-member commission elected at large, with two of the members required to be residents of the rural area of the city-county. Initially the legislative authority will be vested in the present city and county commissioners serving as a single body until their terms expire. City-county commissioners will serve for staggered terms of four years, three being elected at one election and four at the next, provided that at each election one commissioner representing the rural area will be chosen. The "rural area" is defined as the area outside the city of Albuquerque at the time of the adoption of the charter.

Choose Manager

The commission will employ a city-county manager to serve as the chief executive and administrative officer. Directors of administrative departments will be appointed by the manager.

The charter designates the following officers "to perform the acts and duties required by the state of the specific offices indicated and such other duties as may be assigned to them by this charter or by ordinance:

"(a) The [city-county] commission shall perform all acts and duties required of county commissioners; (b) the director of finance shall perform all acts and duties required of county treasurers and of county assessors; (c) the city-county clerk shall perform all acts and duties required of county clerks; (d) the city-county police chief shall perform all acts and duties required of county sheriffs in their capacities as officers of state courts, and such other acts and duties required of county sheriffs;

"(e) The director of public works shall perform all acts and duties required of county surveyors; (f) the city-

county municipal court shall have the jurisdiction and shall perform all acts and duties required of the county small claims court; (g) the probate judge of the city-county shall have the same powers, jurisdiction and duties as provided by law for probate judges of a county."

The charter provides for a pattern of taxation which will take account of differential service levels. "For the purpose of equalization of the costs of services particularly benefiting definable areas or zones, to determine properties therein as subjects of the same class, the commission shall divide the city-county into such zones or classifications in which the amount of the apportionment of taxes for benefits, as determined by the commission, for such services to property in each such zone shall be equal and uniform. To this end, the commission shall have the power to apportion the taxes according to benefits derived from the following services:

"(a) Water, sewer and garbage service; (b) fire protection; (c) police protection; (d) public health and sanitary inspection; (e) recreational facilities; (f) flood protection; (g) highways and roads; (h) any other city-county services, functions or expenditures primarily for the benefit of a limited area of the city-county."

This provision is designed to be in accord with the state constitutional requirement that "taxes levied upon tangible property shall be equal and uniform upon subjects of taxation of the same class."

The charter makes provision for an orderly transition from the separately governed city and county to the consolidated government, and supplements state law for that purpose. This involves the legal continuity of offices, departments and agencies as well as the extension of the operation of city ordinances to the city-county area. Bonded debt of the two

jurisdictions at the time of the adoption of the charter will remain the separate debt of the incurring jurisdictions which retain their identity for debt service purposes.

Under the enabling statute the proposed charter must be approved by the Albuquerque city commission and the Bernalillo County commissioners by a majority vote of each body. If approved by both bodies the county commissioners are required to call a special election within 60 days.

Two propositions will be presented: the question of city-county consolidation and the question of the adoption of the proposed charter. Both propositions must receive favorable concurrent majorities in the city of Albuquerque and the area of the county outside the city in order for the city-county charter to become effective.

The enabling statute provides that "if the charter is rejected, in the event approval is given for the consolidation, the legislative authority of the city and county shall, within 60 days thereafter, provide for a new charter committee . . . for the purpose of framing a new proposed charter which shall be done and submitted to the voters in like manner, and this procedure shall be followed until a proposed charter for such combined city and county government is approved by electors."

In presenting the proposed charter, the charter committee stated it was doing so "to promote efficiency, uniformity and economy in the government of the area of Bernalillo County, under circumstances where metropolitan growth has substantially occupied the area, and yet preserve the non-metropolitan area and residents from unfair burdens of expense or restrictions in enterprises."

In its newsletter, *The Albuquerque Voter*, the local League of Women Voters noted: "It is curious that during the

eight years since the [city-county consolidation] amendment was passed, the financial picture of the two units of local government has almost completely changed. At that time the city was in serious financial straits and the county was relatively affluent. Now the situation is reversed. Furthermore, during the same period the public schools have become consolidated. At present the city health department is expecting to be housed in the new county health center. Another committee is hard at work on plans for a combined municipal and county building. So consolidation is proceeding."

W.N.C.

Commission Makes Plan For Denver Five-County Area

The Inter-County Regional Planning Commission, established over two years ago, is concerned with problems arising because of the alarming rate of growth in the Denver metropolitan area during the past decade. The entrance of new industry into the region has resulted in a population increase of some 2,600 persons per month.

Organized under Colorado state statutes, the commission was charged with the responsibility of preparing a master land use plan for the five-county area encompassing Adams, Arapahoe, Douglas, Jefferson and Denver Counties. This regional master plan, designed for the year 1980, includes population studies as related to land use, quantifying of land use data, highway and airport analyses, regional parks analysis, an industrial-economic analysis and studies of the means for servicing the land with sewer, water and storm drainage controls to 1980. Recommendations based on these studies and analyses will culminate in an over-all comprehensive plan for the region. This plan is in preliminary form at this date and will be completed later this year.

There are serious obstacles, however, to the actual effectuation of the master plan. The Inter-County Regional Planning Commission functions as an advisory agency only, and the success of its planning work depends primarily upon "selling" the 800,000 people in the region on the critical need for a master plan to guide this growth. This implementation work necessitates communication by way of publications, press and innumerable personal contacts in meetings, all of which are time-consuming and extremely costly. The public funds supporting the operation of this commission are specifically designated for technical planning only; any expense for the implementation of the plan must come from private contributions. The Regional Planning Commission has recently undertaken a program to encourage industrial participation in its work.

The following are illustrative of constructive developments in the Denver area to which the activities of the Regional Planning Commission have made an important contribution:

1. Complete agreement by the counties on a regional thoroughfare plan tying into Denver's proposals in all cases;
2. Agreement on a metropolitan sanitation system;
3. Progress in consolidation of seventeen sanitation districts into one district capable of contracting with Denver for sound sewage treatment;
4. Adoption by all units of a uniform street-making and house-numbering system;
5. Success in obtaining a complete re-study of the South Platte by the Corps of Engineers for flood control purposes;
6. Agreement on additional regional park sites;
7. Completion of major planning studies on storm drainage, population distribution and industrial analysis;
8. Realization of the need for legisla-

tion to permit major utility services to be reorganized on a metropolitan basis.

JOHN N. SHEARN

Inter-County Regional Planning Commission, Denver, Colorado

Cleveland Transfers Hospital to County

The people of Greater Cleveland provided dramatic evidence last November of their desire to meet head-on some of the knotty problems of their sprawling, multiple-unit metropolitan area. It came with the two-to-one affirmative vote on a county operating levy that was the necessary final step in the transfer of Cleveland City Hospital to the jurisdiction of Cuyahoga County.

This transfer had been in the talking stage for more than three decades. Most people agreed long since that it made sense. But nothing happened.

As it turned out, the key to getting the situation out of the talking stage into the practical action phase was a fact-finding report written by a management consultant firm under the guidance of a small, knowledgeable citizens' committee.

Key person in the transfer arrangements was Donald S. Carmichael, a Cleveland business executive. Carmichael, who served as chairman of the Research Program Planning Committee of the Cleveland Metropolitan Services Commission (METRO), was chairman of the committee which guided and produced the hospital report and later was active in working out the details of the transfer.

Financed by the City Hospital Foundation, the committee report, *Increasing the Effectiveness of a Public Institution*, urged certain internal administrative changes which could be made within the existing institution and advocated county control as the means for solving other problems. The report made a strong case

for the need for broadening the financial base of the hospital and for making its facilities available to all people in Greater Cleveland.

Changing conditions in the community's economic and political situation had created many problems for the hospital. For over a hundred years, Cleveland had operated the hospital primarily for its own medically indigent sick. Only in the case of tubercular and contagious diseases and in other very special cases were non-residents admitted. Fuller employment and hospitalization insurance decreased the number of medically indigent. Fewer cases of TB, polio and contagious diseases meant many other beds became vacant.

On the other hand, an increasing percentage of Greater Cleveland's population lived outside the city and were ineligible for treatment in the hospital. Rising prices increased costs and the burden of supporting the hospital increased for Cleveland until in 1956 the operating deficit was \$1,750,000. Low salaries and empty beds lowered the morale of a superior medical staff attracted by the teaching and research opportunities at the hospital.

Administrative responsibility for managing the hospital was divided between the city administration and council, the hospital advisory committee, the dean and faculty of Western Reserve Medical School in professional matters, the city personnel department in employment matters, the city commissioner of purchases in purchasing matters, and the city director of finance in financial questions. The divided authority was discouraging to the staff and delayed action.

The transfer of the hospital to the county, urged by the report, supported by the citizen group, and agreed to by Cleveland and the county means that the financial support for the hospital can be broadened to the entire county, salaries can be raised and the hospital will be available to almost twice as many people.

Furthermore, control of the hospital is vested in a single authority — a county board of trustees — and the hospital director is directly responsible only to it.

All this is possible only because the citizens of Cuyahoga County saw the challenge and accepted the responsibility of supporting the hospital when they overwhelmingly approved the tax levy to make up the deficit in its operations.

Fact-finding and citizen leadership in Greater Cleveland will be key elements in finding solutions to many other problems in the community now being investigated by METRO.

CONSTANCE LIEDER

Cleveland Metropolitan
Services Commission

Metropolitan Council Holds Meeting

At its annual meeting held February 5, the New York Metropolitan Regional Conference changed its name to the Metropolitan Regional Council in recognition of the permanent role of the organization as a part of the local governmental pattern of the New York area. The council is made up of the top elected local government officials of the 21-county area located in the states of New York, New Jersey and Connecticut.

The council considered reports of its standing committees on traffic and transportation, recreation and land use, water pollution, water supply, air pollution, and housing and redevelopment. In adopting the recommendations of its traffic and transportation committee the council approved in principle the idea of a permanent interstate agency to meet the area's transportation needs but withheld endorsement of the bi-state agency proposed by the report of the New York-New Jersey Metropolitan Rapid Transit Commission. The council indicated its preference for a tri-state agency which would be concerned with more than the trans-Hudson transit problem.

Dade County Vote Postponed

The vote on a Dade County charter amendment scheduled for February 11 was postponed at least 90 days by an order of Circuit Judge George E. Holt. The delay was ordered to enable the Florida Supreme Court to decide on the constitutionality of the proposed charter change. The voters of the Miami metropolitan area approved the charter in May 1957.

The council directed its traffic and transportation committee to explore further the possibilities of creating a uniform traffic code for the area.

Approval was given by the council to its participation in a joint project with the Regional Plan Association which will study regional parks, recreation and open space.

The governors of the three states were represented by official observers at the meeting of the council. In his opening address, Mayor Robert H. Wagner, who is chairman, said:

"None of us can yet say how this new instrument of ours will develop. We can say that metropolitan cooperation is working, that this conference already has acted as an intermediate layer of administrative assistance for its member-governments on governmental problems jointly shared. And as it gains in experience, it may be prepared to take on additional functions as the federated agency of our local governments."

Development Conference Discusses Central Indiana

The first Central Indiana Development Conference was held at Butler University in Indianapolis on January 18. The conference sessions dealt with two basic questions: "What is happening in central

Indiana?" and "How will metropolitan growth affect us?" Panel and group discussions covered the impact of metropolitan growth on central Indiana, the impact of the freeway system, problems of locating industry, problems of home building, planning church location in an expanding metropolitan area, taxation in relation to metropolitan growth, city and county government services, city and county planning, and school administration. The activities of the metropolitan planning department of Marion County were considered.

Colorado Conference On Urban Problems Meets

Upon the call of Governor Stephen L. R. McNichols of Colorado a conference on metropolitan and urban problems was held in Denver, January 17 and 18. Out-of-state speakers who addressed the conference were: Harold V. Miller, director of the Tennessee State Planning Commission; Harold S. Shefelman, president of the Municipal League of Seattle and King County; Luther Gulick, president of the Institute of Public Administration; and Henry J. Schmandt, associate research director of the Metropolitan St. Louis Survey.

The conference recommended that a continuing steering committee, to be called the Colorado Conference for the Study of Urban and Community Problems, be created "to enlist the resources and knowledge of many groups." It was recognized that "there is an urgent need for review of certain constitutional and other legal limitations on the powers of existing local units and for the enactment of legislation to permit expansion of local government." Also it was stated that the development of local capacity to finance urban services adequately and equitably calls "for elimination or modification of legal limitation on fiscal powers as well as for revision of local tax systems."

Los Angeles Area Study Commission Proposed

The board of directors of the Los Angeles Division of the League of California Cities has given its unanimous endorsement to the proposed Los Angeles Metropolitan Area Government Study Commission previously approved by the county board of supervisors. The description of the proposed study states, "The purpose of the study will be to synthesize all significant studies and materials prepared to date on metropolitan area government in Los Angeles County and undertake a comprehensive study aimed at solutions to problems created by the multiplicity of independent jurisdictions attempting to give municipal type service in this area. It is recommended that the direction of this study be accomplished by a community-wide committee which would represent the major industrial, commercial, residential and public agency interests in the area." The exact organization, projected time table and other detailed arrangements are in the process of being developed.

U. N. Plans Urban Seminar

The United Nations and Unesco propose to organize in 1958 a regional seminar on urban problems in Latin America. The meeting will be similar to the 1956 Bangkok conference for the countries of Asia and the Far East.

The Japanese government is also preparing to hold a seminar on urban problems and has requested Unesco's assistance.

MONTANA PACE SETTER

(Continued from page 118)

ty, with its excellent record for the past fifteen years, sets a splendid example of how rising costs of expanded governmental services can be met without excessive pinch on the taxpayers' pocketbooks by reducing waste and inefficiencies.

It seems strange, with the prospect of such significant economies, that more counties, not only in Montana but elsewhere, have not adopted the council-manager plan. Apparently, the tax burden is not yet sufficiently severe to make Montanans or Americans generally take cognizance of the economies and administrative efficiencies which are possible with the adoption of good business management principles in county government. If the pressure of increased taxes continues and taxpayers must find ways of reducing the burden without at the same time eliminating desirable public services, the adoption of the manager plan offers an exceedingly good opportunity to stretch tax dollars to their maximum effectiveness.

The serious financial plight in which Petroleum County found itself in 1942 necessitated a sweeping reorganization of the administrative machinery toward sound business management and efficient operations. But the council-manager plan can make the tax dollar go much further in counties that are not in serious financial straits as well as in those that are. Every citizen should be concerned with seeing that as few cents as possible out of each tax dollar go to pay administrative costs, so that the greatest amount possible is left to provide essential services.

An apathetic attitude can be as destructive to good government as outright opposition or ignorance. Efforts to eliminate or reduce funds for essential services should not be undertaken until every possible means has been tried to make county government as efficient and as businesslike as possible.

Proportional Representation*Edited by George H. Hallett, Jr.,
and Wm. Redin Woodward**(This department is successor to the Proportional Representation Review)*

Hamilton Holds 16th P. R. Election

Winning Ticket Gets a Majority of Four

ALL six incumbents who ran for reelection were elected to the city council in Hamilton, Ohio, at the municipal election last November. The other man elected to the seven-man council in this P.R. election replaced a retiring representative of the same local political group, so that the election resulted principally in continuing the status quo.

The winning group, known as the "United Hamilton" ticket, presented fourteen candidates, including four incumbents, and elected the four incumbents but none of the others. The rival group, known as the "Forward Hamilton" ticket, presented only four candidates and elected two of them, one (an incumbent) leading the poll on the count of first choices with more than the number necessary for election. Of his 2,579 first choices, 333 were surplus, which were transferred to other choices at the next stage of the Hare system count. The four-member Forward Hamilton slate collected more votes to elect its two councilmen than did the seven-man ticket presented in 1955 by the same group, suggesting that the number of candidates presented has no necessary relation to the success of the group.

One of the incumbents reelected to the city council was an independent. The *Hamilton Journal and Daily News*, which reported the two-day P.R. count in full together with many sidelights on the proceedings, observed editorially on November 8 that the results showed that "the people seem to like" Hamilton "pretty much as is."

Over 96 per cent of the 17,966 votes had a choice for one or another of the seven candidates elected.

P. R. League Meets in Cleveland

The annual breakfast and meeting of the Proportional Representation League, Inc., now operated as an activity of the National Municipal League, was held at the latter's National Conference on Government at the Hotel Carter, Cleveland, November 19, 1957. Robert P. Goldman of Cincinnati, president of the League, presided. Residents of six cities attended.

The following trustees were reelected for the ensuing year: Richard S. Childs, New York City; Robert P. Goldman, Cincinnati; C. G. Hoag, Haverford, Pennsylvania; Andrew B. Holmstrom, Worcester, Massachusetts; Oxie Reichler, Yonkers, New York; Thomas H. Reed, Wethersfield, Connecticut; and Thomas Raeburn White, Philadelphia.

The League's executive secretary, George Hallett, had come to Cleveland for the conference but was in a hospital at the time of the meeting. The president and assistant secretary were directed to send him the best wishes of those present. (He is now fully recovered.)

The president, who is also chairman of the board of the Cincinnati City Charter Committee, opened discussion on the present state of P.R. in this country with an account of Cincinnati's abandonment of the plan on September 30 after 32 years of use for the election of the city's council. Forest Frank, executive director of the Charter Committee, discussed the reasons for the adverse vote and the lessons to be learned. (See Mr. Frank's story in the REVIEW for Novem-

(Continued on page 150)

Taxation and Finance

Edited by Jackson Phillips

President Proposes Cuts in Federal Aid

Municipalities May Get Less for Some Functions

THE current emphasis on federal defense activities has led the President to propose a reversal of federal policies with respect to aid to local governments. With 64 per cent of the proposed budget devoted to defense needs, the President suggests less federal aid for building and financing expanded facilities for water supply and sewage disposal, less for providing public housing and welfare and less for assistance to local education.

In the area of public works the President proposed no new water supply, flood control, irrigation or power projects under the jurisdiction of the Bureau of Reclamation and Corps of Engineers. The 309 water resources projects that these agencies have under way would be allowed to continue, however. In the area of rural electrification an increase in interest rates was proposed, and a new proposal aimed at having private rather than federal funds finance future loans was made. In hospital construction it was proposed that new obligatory authority to make construction grants in 1958-59 be reduced and that new legislation be passed to meet only urgent and specialized needs in 1960.

Waste treatment plants would be financed entirely by the states starting in the 1960 fiscal year; assistance to the states in this area would come from a federal return to the states of telephone taxes. In housing an increase in interest rates and a change in the law on mortgage support would reduce mortgage purchases for military and cooperative housing by the Federal National Mortgage Association.

Also, rather drastic changes in the urban renewal program were recommended. In the future urban renewal planning costs would be borne primarily by local governments, as opposed to the current program in which all initial costs are paid for by the federal government and, if the program is carried out, part of the cost borne by the local governments as part of their share of the total cost. In addition the President suggested that the federal government withdraw from the supervision and review of urban renewal procedures and that new state agencies assume this function as well as financial responsibility for local planning of urban renewal projects.

It was further proposed that the states and localities provide an increasing share of the cost of buying and clearing the land involved in renewal projects and that by 1962 the federal government be contributing no more than half the cost of local projects. In terms of dollars, it was proposed that \$200 million be authorized for new urban renewal projects in 1959 — as contrasted with \$350 million authorized for 1957-58.

In the area of public assistance, no specific proposals were made but *The New York Times* reported that the plan is to cut back to a 50-50 matching of federal funds with the states on assistance to the needy aged, dependent children, the blind and the totally disabled. According to the *Times*, the federal government finances more than 70 per cent of the old-age assistance program in ten states and more than half in 34 states.

In education the administration is reported to be planning to ask Congress to approve legislation to end within five years a major program of federal school aid — that to districts with school populations increased by federal activities. The measure would halt federal payments for construction and operation on

June 30, 1963, with provision for a gradual reduction over the intervening period. Starting July 1, 1958, there would be a \$95 million reduction in the annual level of federal payments. Last year federal aid was provided to 3,300 districts with pupils numbering 7.6 million. The program covers "federally connected" pupils whose parents work on federal installations; when at least 3 per cent of the average daily attendance of a school district is made up of "federally connected" pupils, the program becomes operative. Intricate distribution formulas in the past have governed distribution of federal aid for both construction and current operating purposes.

State Tax Yields Drop

The New York Times in a recent survey reported that the tax yield in sixteen states is off, the declines being related directly to the current economic downturn. Another three states are reported to be facing financial problems but these are said not to be related to the current economic picture. With a nation-wide decline in production, sales and employment, eighteen states report tax revenues actually running ahead of estimates, while fourteen report yields close to expectations.

Even where revenues were down, however, the declines have been small so far, and generally surpluses accumulated in better years are providing a substantial cushion. A continuation of the downturn, particularly if it should accelerate, would obviously absorb many of the surpluses and might even lead to significant distress in some areas. So far, the tendency to weakness in tax yields has brought about a general demand for economy and cutbacks in state spending.

The sixteen states in which the tax yield was reported down were Rhode Island, New York, Pennsylvania, Dela-

ware, Maryland, South Carolina, Florida, Alabama, Arkansas, Texas, Michigan, Nebraska, Montana, Washington, Oregon and California. Also, in a number of states where tax yields were off from estimates, as well as in states where estimates were being exceeded, welfare payments were up.

Two states in which revenues were ahead of estimates reported difficulties due to causes other than the recession. New Hampshire, which derives about 65 per cent of its revenues from taxes on racing, liquor and tobacco, reported good returns from these sources; but recently the State Supreme Court invalidated the utilities franchise tax, cutting \$540,000 from the total revenue take and necessitating the return of about \$1.4 million in taxes paid in protest during the litigation. These factors are expected substantially to eliminate the expected \$1.5 million surplus.

In Louisiana the governor ordered reductions in all spending because, with that state's surplus gone, current outlays are running ahead of revenues, even though tax yields are generally up. Also in Washington, revenues were ahead of estimates, but the legislature is reported to have over-appropriated by \$31 million, leading to financial difficulties. The governor has ordered a 15 per cent reduction in state spending where statutory provisions permit.

Delaware has had particularly serious fiscal troubles in recent months but moved against them rapidly and effectively, so that they are now reported to be under control. The difficulty began early in the fiscal year, which began July 1, because the tax yields were running below the amount of expenditures authorized by the legislature. Yields which were down included those from the corporation franchise, income and inheritance taxes. To meet the difficulties the state had to borrow \$3 million on a short-term loan in the early fall, with

the amount increasing to \$4 million in November. The governor estimated that, according to the rate of decline, the state would face a deficit of \$20 million by the end of the biennium. To meet this crisis, the legislature in special session passed bills raising the income tax enough to cover the estimated \$20 million and instituted a 5 per cent tax on net corporate earnings. Also, a cutback in state spending has been ordered and temporarily the state dropped plans to issue bonds for capital construction purposes.

Deficits in the neighborhood of \$20 million each have been forecast for both New York and Michigan, both attributed by the states' governors to the current economic situation. Economies have been urged in both states and increases in tax rates are in prospect.

Municipal Bond Market Active

Even though tight money conditions prevailed through most of 1957, the year produced a near record volume of municipal bond sales, total volume for 1957 being \$6,925 million as compared with \$6,969 million in the peak year of 1954. The Investment Bankers Association reports that the total would be \$7,135 million if federal government loans to state and local governments were included for 1957.

These facts suggest that restrictive monetary policy did not have the effect on state and local borrowing that it had on other areas of finance. Actually, only marginal undertakings appear to have been curtailed or eliminated by the tight money situation, and it may be of significance that the improvement in the market will bring a number of these borrowers back.

The same high rate of activity has characterized the municipal market thus far in 1958. In January state and local

government bonds in the amount of \$767 million were sold, a new record for the month and comparable with the \$662 million sold in January 1957. And in February, Tuesday the 4th brought almost feverish activity, as dealers and underwriters took on more than \$109 million new long-term financing in a single day. A notable part of the big day was that there were over twenty issues, and that the over-all large total was not the result of a single large issue.

All the signs thus far in the year point up the predictions of a record high made at the turn of the year by municipal bond men. Most observers felt that 1958 would exceed 1957 in total volume of municipal bond sales, with only a few willing to guess that the present year would be below the last in volume. So far, it appears that those who went as high as \$8.4 billion as the estimated volume for 1958 were not as extreme in their views as was first thought by the more conservative.

Furor Continues Over N. Y. S. Tax on Non-Residents

New York State's income tax on non-residents who work there continues to be the center of attention in the New York-Connecticut-New Jersey area, with recent weeks bringing proposed new legislation in New York as well as a proposed amendment to the federal constitution.¹ Both New Jersey and Connecticut have charged that their residents are being discriminated against by the tax in the matter of deductions. The New York State legislation would put out-of-state residents on the same footing as local residents, while the proposed federal constitutional amendment would end the right of states to tax non-residents.

The bill introduced in New York would provide equal treatment for non-

¹ See the REVIEW, February 1958, page 84.

residents in calculating their state income taxes. At present non-residents working in New York are permitted a flat reduction of 10 per cent of the gross income, but not more than \$500. The bill introduced by Assemblyman John Robert Brook of Manhattan would permit them to itemize deductions and get full credit for payment of local taxes, interest, charitable contributions, \$150 in life insurance premiums and unusual medical expenses. New York residents now enjoy such privileges. Little chance is given the Brook bill for passage at this session, but it is expected to keep the problem under public scrutiny.

Representative Robert W. Kean has introduced in Congress a proposed amendment to the federal constitution aimed at prohibiting the levy of an income tax by states against the salaries of non-residents. He said he had introduced the legislation at the request of the New Jersey legislature. If passed, Representative Kean's proposal would require ratification by the legislatures of three-fourths of the states before becoming effective.

The proposed amendment reads: "No state, nor any political subdivision thereof, shall make or enforce any law to lay or collect any tax on the income derived from wages, salaries, professional fees and other amounts received as compensation for personal services actually rendered, of any natural person who is not a resident of that state."

Representative Albert Morano of Connecticut has introduced a similar measure and the House Judiciary Committee is reported to have agreed to hold hearings on the subject.

Cities to Finance Federal Spending

American cities are old hands at devising ingenious methods of circumventing arbitrary and restrictive debt limits. If

a device now being discussed in several states should find widespread acceptance, the cities will not only be passing their information on to the federal government but will actively assist it, now that the federal government annually faces up to the problems imposed by its own debt limit.

The plan referred to here is in connection with the federal lease-purchase method of constructing its buildings and involves borrowing by local governments to carry out federal programs. The federal government has plans for over \$700 million to be spent for office buildings, custom houses, post offices and courthouses over the country. Under the lease-purchase plan, the federal government, instead of putting up the construction money and building its own facilities, enters an agreement with a private contractor whereby he builds and finances the building; the federal government pays an annual rental sufficient to amortize the debt, pay interest and a profit; and the building reverts to federal ownership at the end of a specified period. High interest rates last year brought conflict with the maximum which the federal government is willing to pay, however, and temporarily the lease-purchase program was halted.

Recently when private contractors refused to bid on the federal government's offer to lease-purchase a new post office and courthouse in Omaha, the city's voters overwhelmingly approved a bond issue allowing the local government to construct the \$9.6 million building for the federal government. Thus, the municipal government can sell tax-exempt bonds at a lower rate than either the federal government or private sources and enter the construction agreement itself.

In Massachusetts a bill has been introduced which will allow Boston to borrow \$50 million for building a federal office building as well as a new city hall. The bill was introduced in the 1957 legis-

lative session but failed of enactment because the lease-purchase program was suspended in February 1957. The city's net expense for a federal building and city hall will be about \$260,000 a year.

Promoters of this method of financing federal facilities point out as advantages the lower rate of interest which municipal governments generally can get, the fact that the federal payment constitutes an annual current expense rather than a capital expense, and the probability that the needed facilities will be constructed more quickly than otherwise to the benefit of local residents.

In addition to Nebraska, the states of Minnesota, Oklahoma and Iowa have passed laws allowing their cities to participate in this program—borrow money to build for the federal government and rent to the United States until the purchase price has been paid.

Supports Tax-Free Status of Municipal Bonds

The National Committee for Municipal Bonds, created to aid state and local governments in their future financing by broadening the market for municipal bonds, is supporting a congressional bill designed to attract the funds of investment companies which derive 90 per cent of their gross income from dividends, interest and gains on the sale of stocks and bonds. Introduced by Representative Curtis of Missouri, H. R. 8702 would preserve the tax-free status of the interest on municipal bonds as it passes through the investment company to the shareholder. At present the investment companies are free of tax on interest derived from municipals, but the recipients of company distributions pay taxes on the dividends as ordinary income. The measure is intended to broaden the market for municipal bonds by granting the tax-exempt status to moneys attributable to municipal holdings received by the investment company stockholders.

President Eisenhower has repeatedly urged a law to pass the tax-free interest of municipals on to shareholders of regulated investment trusts that might be formed to specialize in such securities. In addition to the National Committee for Municipal Bonds, the proposed legislation is supported by the American Municipal Association, National Association of County Officials, National Education Association, Council of State Chambers of Commerce, and American Farm Bureau. It is reported, however, that tax experts in Congress and in the Treasury are not particularly enthusiastic about it.

Prominent municipal officials who are members of the National Committee for Municipal Bonds include Comptroller Lawrence E. Gerosa of New York City, Mayor John B. Hynes of Boston, Mayor Joseph F. Morelli of New Britain (Connecticut), Comptroller Carl H. Chatters of Chicago, Mayor Raymond R. Tucker of St. Louis, Mayor E. Simenson of Wenatchee (Washington), Controller Harry D. Ross of San Francisco, and Robert E. Develle, city director of finance of New Orleans.

Town Budget Put to Poll

Fifteen hundred voters in Stratford, Connecticut, have been asked to inform their councilman what they think of the proposed \$4 million municipal budget. Councilman Frederick J. Biebel, Jr., mailed prepaid postcards to his constituents at his own expense seeking voter reaction. The councilman suggested that the voters check on the card one of four salary increase proposals for town employees. Accompanying the postcards was a one-page news letter outlining four possible approaches to the budget. The councilman explains that his unusual action is the result of a campaign promise he made, to keep his district informed of what was going on in local government.

Citizen Action*Edited by Elsie S. Parker*

LWV Supports Manager Plan

Newport, R. I., Members Endorse City Government

After a six months study of the forms of local government with special emphasis on the council-manager plan as it pertains to Newport (Rhode Island), the members of the League of Women Voters of that city adopted a *Final Report* which had been approved by the executive board earlier. The report follows:

The League of Women Voters of Newport hereby endorses the council-manager plan as the most desirable form of municipal government in general and as the most suitable for Newport in particular.

The league . . . finds that the following desirable governmental principles and practices are embodied in the council-manager plan:

1. It distinguishes clearly between the policy-making and the administrative functions of government.
2. The policy-making body is elected by the people.
3. It calls for a professional administrator rather than a politically elected one.
4. It makes possible a better council by concentration upon the council at election time.
5. It conforms to the principle of the short ballot.
6. The manager is hired by and is directly responsible to the council, and the council is directly responsible to the people; thus the line of governmental responsibility is clearly fixed.
7. It discourages patronage and partisan politics in municipal government.

8. It leads to lower unit costs of government because of increased administrative efficiency and the elimination of graft and spoils.

9. It provides continuity in city departments by eliminating "the clean sweep" prevalent in partisan election turnovers.

10. It calls for a single, responsible administrative authority.

The league . . . specifically endorses the following features of the Newport council-manager charter:

1. Nonpartisan, off-year municipal elections;
2. A city council elected at large, with all voters choosing all councilmen;
3. The use of ward designations;
4. A merit system for city employees.

The league . . . presents the following recommendations to the voters of Newport:

1. That the charter be amended to provide that the city manager have adequate professional training or substantial experience in municipal management or both;

2. That a Citizens League be organized to stimulate voter interest in municipal issues and elections and to support the council-manager form of government.

In commenting editorially on the league's action, the *Providence Journal* had this to say:

"Usually the vocal elements of a community with a recently adopted council-manager form of government are the displaced politicians who make no bones about their distrust of that durned new-fangled way of running the city. That, largely, has been true in Newport, where nearly all the words spoken in public about council-manager government were barbed.

"That is, until the other day when the League of Women Voters made public

the results of a six-month study of Newport's present form of government. The league's conclusion is that council-manager government is 'the most desirable form of municipal government in general, and the most suitable for Newport in particular.'

"That sounds like high praise to the unindoctrinated, who may believe government forms are as good as the people running them, and who may consider council-manager government as a form subject to relatively easy correction when the inside machinery develops a knock. For instance, council-manager government in Newport was not so good when it began as it has become in the last year or so. . . .

"In speaking up, the league brings a balanced perspective to council-manager government, for up to now nearly all the public voices in Newport spoke of council-manager government as a freak. A freak that nobody wanted but the people."

College Students Polled On Registration, Voting

According to a survey made by the Bureau of Government Research of the University of Kentucky, as reported in the Louisville *Courier-Journal*, a sizeable percentage of Kentucky students of three institutions of higher learning "are exercising the right to register and vote." Questionnaires went out to 3,166 students enrolled at the University of Kentucky, Kentucky State College and Transylvania College. About 80 per cent of those who returned the questionnaires are registered and nearly 55 per cent of that group voted in the 1957 election, the poll disclosed.

Replies came from 1,138, or 36 per cent, of those questioned. Students polled were in the 18- to 21-year range, Kentucky being one of the two states with a voting age of 18.

The project was conducted by Mrs.

Erwina E. Godfrey and James A. Graves, faculty members at the University of Kentucky.

An Edith Welty Memorial Idea

EDITOR'S NOTE.—The excerpts below are taken from an editorial appearing in the Yonkers (New York) *Herald Statesman* for January 25, 1958.

What would be an appropriate community memorial to Edith P. Welty, who served the cause of good government in Yonkers for many years—first as civic bonfire builder, then as councilman, then as first woman mayor?

Various individuals and some organizations—among them the women's service club, the Soroptimists—have been canvassing opinion and seeking suggestions.

What would *Herald Statesman* readers recommend as most appropriate?

For our part, we have a suggestion that would require much more than a cash contribution but it would have tremendous impact upon the city of Yonkers and its future.

We would favor the creation of a new organization dedicated earnestly and primarily and devotedly to the cause of good government in Yonkers on a city-wide nonpartisan level.

Membership would not have to be large (certainly not at the beginning) although, if it evolves properly, it might well have thousands of members, each proud of his association with the venture and satisfied and gratified by his own participation in community building.

Such a society should be composed of men and women (particularly young men and women) who truly care about their city, and who are anxious to see Yonkers live and thrive.

It might well include newcomers as well as old-timers, for our new residents bring a fresh approach and a recognition of needs that are not always apparent to the longtime resident. . . .

Such a group might well have two divisions or branches.

One would serve as Mrs. Welty served—by building bonfires of information and inspiration, of civic interest and civic action, by proudly sharing ideas and ideals—mostly kindling civic patriotism, civic pride and civic adventure, on a level of personal integrity and government integrity.

The second arm of such a Build-Yonkers League in a proposed Edith P. Welty memorial would be a research unit, dedicated to gathering factual information about Yonkers and its government and analyzing it usefully and expertly. The purpose would be to provide greater civic knowhow—for officials, for taxpayers and rent payers, even for observers of the civic scene around the nation. . . .

Such a Build-Yonkers League, however, is not organized by wishing or by casual words, not by dropping a membership fee in the mails and feeling that "money will make the mare go." In such an adventure, it won't.

A successful Build-Yonkers League would stem from proud citizenship, stirred by a high sense of community dedication and willingness to serve with courage and in cooperation with others of similar mind for a very noble cause.

It needs leadership and it needs willing followership. It needs some financial backing but—more than that—it needs much personal labor from busy and competent persons. . . .

Yonkers has a great many organizations but there is unfortunately no non-partisan civic organization primarily interested in the progress of our local government for the benefit of all the people, striving for the constant improvement of our local government in accordance with law, morals and ethics.

Can such a Build-Yonkers League be formed at this time as an appropriate Edith P. Welty memorial? Can it be

created and fostered—for a Greater Yonkers? Offhand, we can think of no finer civic development that could come to our city during 1958.

Erie County LWV Seeks Manager Plan

The seven Leagues of Women Voters in Erie County, New York, have been studying the county's present government since 1952. They have investigated carefully the four alternative forms of government for counties which the state legislature has provided as well as the possibilities of a special charter act. Their conclusion is:

"The league believes that reorganization of county government is essential to any long-range solution of metropolitan problems. . . . We have reached the conclusion that a plan providing for an appointed executive would give Erie County the strongest possible government. . . . The board of supervisors could choose an experienced and qualified man for this position. He could be selected from anywhere in the United States, . . . would be able to devote all his time to his duties and would not have to campaign several months each term. He would not need to curry favor but would be able to perform his executive duties in the public interest and without political bias."

Four-Way Drive

The City Charter Committee of Cincinnati has adopted a four-point program aimed at regaining control of the city council in 1959, reports the *Cincinnati Post*. The action took place at the committee's 33rd annual meeting. Speakers included Attorney Robert P. Goldman, chairman of the board of the committee, former Mayor Charles P. Taft, and Lucien Wulsin, Jr., vice president and co-chairman of the committee's councilmanic campaign last fall. They encouraged listeners to "look ahead—not back—ac-

cept the loss of P. R. and beat the challenge of the rigged 9X voting system." The four points adopted are:

Expand and solidify the charter organization so there's at least one charter representative in every precinct in the city.

Renew a coalition with the Democratic organization.

Bring organized labor a renewed sense of responsibility for a well run government and enlist labor's powerful support.

Work with "our Negro adherents to mitigate the virus of race prejudice."

Community Discussion

Nine community discussion programs have been planned by the Hamilton County (Cincinnati) Good Government League. Each will be held in a different neighborhood, usually in a home in the locality. A few of the questions to be discussed include:

What government services should be improved? Public health services? Garbage disposal? Metropolitan planning and zoning? Sewers? Highways? Mass transportation?

Which services need a broader tax base? Schools? General hospital? University of Cincinnati? Urban renewal?

Which services should be provided by cities and which by the county?

Is a new county charter desirable? Practical?

Recent Publications

A Student's Guide to Municipal Government in Bloomington, Illinois, (29 pages, illustrated) has been issued by the city in an endeavor to acquaint the school population with what goes on at city hall. Copies may be secured from the office of the mayor.

Shreveport—What Makes It Tick?—A Governmental Survey of Shreveport and Caddo Parish, Louisiana—was prepared and published by the League of

Women Voters of that city, from which copies may be secured.

The League of Women Voters of Connecticut has issued *The Case for Better Courts* (24 pages). Write to the league at 404 Farmington Avenue, Hartford 5, for a copy, the cost of which is 30 cents.

Strictly Personal

Theodore M. Berry, outstanding Cincinnati Negro who served as councilman for eight years running on the ticket of the City Charter Committee, was given an "Appreciation Dinner" on February 5 "in recognition of his worth as public servant and distinguished human being." Mr. Berry, who failed to be reelected last fall after proportional representation had been voted out as the method of electing the city council, was chairman of the council's finance committee for four years and at the time of his retirement was vice mayor of the city.

The Citizens League of Minneapolis and Hennepin County has appointed Verne C. Johnson, administrative assistant to Congressman Walter H. Judd, as its executive director. He succeeds Ray Black, who leaves to become administrative vice president of Revco, Incorporated.

The board of directors of Citizens of Greater Chicago has elected George M. Burditt, attorney, as president. Guy E. Reed, who held the position formerly, will become chairman of the board of directors. The organization has appointed John G. Brennan, attorney and business executive, as executive director, succeeding Richard Lockhart, who joined the staff of the Chicago Central Area Committee.

The Miami Beach Taxpayers Association, at its annual banquet in January, presented to Max Orovitz, one of its founders, a plaque "in recognition of many years' service in community organizations, which has made Miami Beach a better city in which to live."

Researcher's Digest*Edited by Ralph W. Conant*

U. S. Census Counts Government Units

Reports on Standard Metropolitan Areas

THE Bureau of the Census has published the first two in a series of reports to be issued in a volume titled *1957 Census of Governments*. Volume I, Number One, *Governments in the United States* (Washington, D. C., 1957, 56 pages, 40 cents) provides information on the numbers of governmental units in the United States by type, size and location.

According to the report there were 102,328 governmental units in the United States as of January 1957. Almost half, 50,446, are school districts. In addition there are 51,833 units other than school districts, excluding federal and state governments. The local governments include 17,198 townships, 17,183 municipalities, 14,405 special districts and 3,047 counties. The average number of governmental units per state is 2,131, but Nebraska has 6,658 while Rhode Island has only 91.

Since 1952 the number of governmental units has decreased by 12 per cent mainly reflecting reorganization of school districts. Special districts are increasing. In 1942 there were 8,299 and now there are 14,405.

This publication is a primary source for the study of comparative local government in the United States. Social scientists will find it useful in studying relationships between patterns of government as well as the social and economic characteristics of various areas.

The second report is *Local Government in Standard Metropolitan Areas* (Washington, D. C., 1957, 40 cents). The 52-page pamphlet contains three tables. Table 1 is a summary of local governments and public school systems in the

United States and in metropolitan areas. Standard metropolitan areas are listed in five population categories. Local governments are broken down into four types: counties, municipalities, townships and special districts. School districts and other public school systems are listed separately.

In Table 2 data are summarized separately for the "central portions" and the "outlying portions" of standard metropolitan areas. The central portion is the county or equivalent area containing the core cities. Only 63 SMA's have outlying portions, but one-third of the local governments in all SMA's are in their outlying areas.

Data on the number of local units (including school districts) in SMA's are given for six metropolitan area population classes: the five areas with a central city of 1,000,000 or more, nine other areas with 1,000,000 or more inhabitants, nineteen areas with 500,000 to 999,999 inhabitants, 44 with 250,000 to 499,999 inhabitants, 76 with 100,000 to 249,999 inhabitants, and 21 with 50,000 to 99,999. Census population figures for 1950 are used.

Table 3, covering 39 pages, gives the same figures for individual SMA's. In cases where the SMA covers more than one county, the figures for each are listed separately and totaled.

The report reveals that there are more than 15,600 local governments in the 174 standard metropolitan areas. Between 1952 and 1957, 170 new municipalities and 519 new special districts came into existence within metropolitan areas.

Three-fifths of the population of continental United States resides within these areas, and most of the nation's increase since 1950 has occurred chiefly in their suburbs.

The report also shows that individual metropolitan areas differ widely in complexity of local government structure.

There are only three separate local governments in the entire Hampton-Newport News-Warwick standard metropolitan area in Virginia and only four each in the Durham, North Carolina, and the Roanoke, Virginia, metropolitan areas. At the other end of the scale the New York-Northeastern New Jersey standard metropolitan area had 1,074 local units of government as of January 1957 and the Chicago SMA had 954 separate local governments.

Each of nine SMA's has 250 or more local governments. These account for almost one-third of the total for all 174 SMA's or about 5 per cent of the United States total of local governments. These nine areas include the five which center in cities having 1,000,000 or more inhabitants, three others that have an area population of 1,000,000 or more and one area, Portland, Oregon, in the 500,000 to 999,999 class.

Present Program Of Suggested Laws

The Council of State Governments' 1958 program of *Suggested State Legislation* contains proposals approved last fall by the Council's Committee of State Officials on Suggested State Legislation. The report also carries recently promulgated uniform acts of the National Conference of Commissioners on Uniform State Laws.

Section A of the 136-page pamphlet, published by the Public Administration Clearing House in Chicago (\$1.50), summarizes proposals which are accompanied by draft legislation; Section B is a series of statements regarding proposals of interest to the states generally, but without accompanying draft legislation; Section C recaps recent interstate compacts of general interest; and Section D lists uniform acts promulgated in 1957 by the National Conference of Commissioners on Uniform State Laws.

New proposals listed in Section A in-

clude: regulation of billboards, arrest without a warrant, speedy trial, sewage disposal from boats, and state and local government participation in federal lease-purchase program.

Among proposals discussed in Section B are several of special interest. They include expressway law, state administration of water resources, air pollution control, and urban renewal.

Bay State Organization

Appraised

In presenting its latest inventory of state administration (*Organization of the Executive Branch Massachusetts State Government*, Boston, 1957, 79 pages) the Massachusetts Federation of Taxpayers concludes that there is lack of statutory support for the principle of centralized executive authority in the state. In January 1957 the governor of the commonwealth was the executive head of an organization made up of 177 separate units with 776 individual positions filled by gubernatorial appointment. Although the Massachusetts pattern of state administrative organization provides an apparent concentration of responsibility in the office of the governor and the constitution proclaims the principle of the strong executive, it is, in fact, impossible for the governor to become sufficiently acquainted with the policies, programs and problems of 177 separate units to provide effective leadership and coordination of activities.

Evidence supporting this viewpoint is a listing of agencies and positions under the immediate supervision of the governor covering 65 pages of the report.

Michigan's One-Man Grand Jury

The Michigan One-Man Grand Jury, a study by Dr. Robert G. Scigliano, associate professor of political science at Michigan State University, (East Lan-

sing, 1957, 100 pages) has been published by the university's Governmental Research Bureau.

The book traces the grand jury system from twelfth century British usage and describes how its common law features entered into American jurisprudence first through colonial usage and then through the fifth amendment to the U. S. constitution.

The study takes up the evolution of Michigan's "unique" one-man grand jury which, the author points out, has overshadowed similar experiments elsewhere and "offers a model for imitation by other crime-wearied states."

Some of the more famous one-man grand jury investigations are discussed, including those concerning the House of David and the legislative recount of 1934. Efforts to thwart and change the system also are described.

Commission Studies Kentucky Courts

Kentucky has made substantial changes in its judicial system during the 70 years of the state's present constitution. However, many of these changes were made without any comprehensive analysis to ascertain present and future needs. The outstanding current problems in Kentucky courts are organization, jurisdiction, personnel and administrative operation.

Kentucky Circuit Courts: Organization and Operation, (Legislative Research Commission, Commonwealth of Kentucky, Frankfort, 1957, 157 pages) is the fourth in a series of studies designed for use in a comprehensive analysis of the judicial system. Previous bulletins have covered the intermediate appellate courts, Kentucky judicial structure and the criminal case load of county judges and magistrates.

The present study contains a description of the structural organization, personnel and jurisdiction of circuit courts,

an interpretation of statistical data on the operation of circuit courts and appendices with detailed statistical data.

How to Make Reports

Published for officials in towns and cities by the Municipal Technical Advisory Service of the University of Tennessee, Division of Extensions, in cooperation with the Tennessee Municipal League, *How to Make Reports*, (Knoxville, 1957, 42 pages) by Pan Dodd Wheeler, is a do-it-yourself manual for public-relations-minded municipal officials who would make routine annual reports into a widely consumable medium of public communication.

Annual reports should do more than tell a factual story of city government. They should attract citizen attention, hold citizen interest and stimulate citizen curiosity to see the story through. This kind of reporting, maintains the author, is a challenge to the skills of public relations people, writers, artists, designers, layout men and printers, as well as to city officials. The product is a vastly improved document from the point of view of the taxpaying citizen who must evaluate its contents.

Make Recommendations On Water and Sewerage

The Philadelphia Bureau of Municipal Research and Pennsylvania Economy League recently submitted three reports to the city council on the Philadelphia Water Department. The first (*Water Fund and Sewer Finances: 1953-1957*, Philadelphia, 1957, 14 pages, \$1.00) is a detailed description of water and sewer finances. The second (*Water Supply Facilities*, 1957, 86 pages, \$2.00) recommends a five-year water works capital improvements program. The third (*Sewerage Facilities*, 1957, 23 pages, \$1.50) recommends a five-year capital improve-

ment program for sewer and sewerage and drainage systems.

Report Analyzes New Rochelle Police

George D. Eastman's study of the Bureau of Police in New Rochelle, New York, (City of New Rochelle, November 1957, 117 pages) is a comprehensive analysis of the organization and administration of the police service in that city. The long list of recommendations is suggested as must reading for police administrators and city managers and mayors in cities facing similar problems.

Central Business Districts And Metropolitan Areas

The U. S. Department of Commerce published in November No. 1 of its Area Trend series: *Central Business Districts and Their Metropolitan Areas, A Summary of Geographic Shifts in Retail Sales Growth, 1948-54*, by Murray D. Dessel (Washington, D. C., 1957, ten cents).

This fourteen-page pamphlet discusses the outlook for businesses located in the centers of large American cities. It summarizes general trends based on statistics appearing in an earlier series of bulletins titled *Central Business Districts*. The latter covered 95 principal cities in the United States. Mr. Dessel's report also discusses some of the broad implications apparent from observed changes in retail activity in central business districts compared with their respective metropolitan areas.

For practical use, the report serves as a background against which to measure the experience of individual central business districts.

Survey Administration Of Natural Resources

State Administration of Natural Resources in Maryland (Bureau of Gov-

ernmental Research, College of Business and Public Administration, University of Maryland, College Park, 1957, 40 pages, \$1.00), by Douglas S. Gatlin, is a preliminary survey, primarily from published sources, of administrative organization in Maryland for the preservation and utilization of natural resources.

Strictly Personal

CLARENCE E. RIDLEY, who retired as executive director of the International City Managers' Association in June 1956, has accepted a Social Science Research Council senior research award in American governmental affairs to undertake a study of his own selection. He has chosen "The Responsibilities and Limitations of the City Manager in the Determination of Municipal Policy."

The Regional Plan Association has named DOUGLAS S. POWELL planning director. He has been associate editor of the *American City* magazine since 1954. Henry Fagin, planning director for the last six years, has been made associate director. He is on a seven-months leave to serve at the University of California as the first holder of a rotating research professorship in the Department of Political Science under a grant from The Ford Foundation.

CHARLES BALL, formerly research assistant in the Bureau of Government, University of Wisconsin, has been appointed administrative assistant to the chairman of the Milwaukee Metropolitan Study Commission.

JOHN E. GOTHERMAN, Jr., has joined the staff of the Ohio Municipal League as research assistant.

GLEN R. PETERSON, former city manager of Clarksburg, West Virginia, has been appointed executive director of the Dade County (Miami), Florida, Research Foundation. HARRY T. TOULMIN, whom Mr. Peterson succeeds, is now budget director of Dade County.

Books in Review

Metropolitan Areas

A SYMPOSIUM ON METROPOLITAN REGIONALISM: DEVELOPING GOVERNMENTAL CONCEPTS. By Jefferson B. Fordham, Albert J. Reiss, Jr., Britton Harris, etc. Philadelphia, *University of Pennsylvania Law Review*, February 1957. 178 pp. \$1.25.

METROPOLIS IN FERMENT. Edited by Martin Meyerson, Barbara Terrett and Paul N. Ylvisaker. Philadelphia, American Academy of Political and Social Science, *The Annals*, November 1957. vi, 164 pp. \$2.00.

Stories on metropolitan problems are very fashionable in all magazines today. They range from the sensational exposé to the serious dissertation intended for the slick pages of *Fortune* or *Architectural Forum*. Some of these deserve attention, but few persons can even see all that is printed on this subject, much less take time to read it.

The two periodicals listed above, highly respected among the professions to which they cater, devoted entire issues in 1957 to the problems of the metropolis. Together they contain 28 quality essays that variously challenge, inform or spur the imagination. Every person who is seriously interested in doing something about metropolitan problems should have both of these periodicals in his library. They will soon become quite thumb-worn if our experience in Cleveland is typical.

As Dean Jefferson B. Fordham points out in introducing the *Law Review* essays, there is no "pat answer for communities in general nor for a particular community." In the articles that follow, however, the authors present basic facts necessary to understand the phenomena of metropolitan areas, together with guidelines to help each reader evaluate governmental actions which may be proposed. Particularly useful in this regard are the articles by Charles M. Haar on "Regionalism and Realism in Land-Use

Planning," and by Jerome J. Shestack on "The Public Authority."

When a person indicates an interest in metropolitan government but not an acquaintance with it, we often give him a reprint of Victor Jones' "The Organization of a Metropolitan Region," from this volume as a concise but comprehensive introduction.

Lawyers are sure to be leaders in any real attack on metropolitan problems, not only because of the legal ramifications of governmental change but also because they fill so many civic posts, governmental and private. The editors of the *Law Review* are to be commended for the academic breadth (including sociology, economics, political science and public administration) to which they expose their readers.

The mythical "practical man" first getting acquainted with this subject would be less impressed probably by *Metropolis in Ferment* (*Annals*). On the other hand, the person who has been deeply involved probably will be more interested in this than in the *Law Review* and would, paradoxically, find the *Annals* essays more "practical." Here is to be found the height of optimism; Wilfred Owen sees our traffic problems so well solved by 1982 that the urban resident can scarcely visualize the troubles of 1957. The depths of pessimism are represented by Mayor Frank P. Zeidler, who foresees nuclear devastation of our cities or, if we escape war, debilitating social and racial conflict malhandled by rural dominated legislatures or ineffective urban governments.

Articles here range wide: into aesthetics (John E. Burchard's "The Urban Aesthetic"), economics (Raymond Vernon on "Production and Distribution in the Large Metropolis" and Lyle C. Fitch discussing "Metropolitan Financial Problems"), poetic sociology (David Riesman's "The Suburban Dislocation"),

and government (Luther Gulick — "Metropolitan Organization"). These and all the others stimulate the researcher whose concentrated interests may be digging a dead-end rut.

The three editors of *Metropolis in Ferment* contribute an excellent introduction and conclusion to the essays. Martin Meyerson and Barbara Terrett challenge familiar assumptions in "Metropolis Lost, Metropolis Regained." Paul Ylvisaker's "Innovation and Evolution: Bridge to the Future Metropolis" helps the reader put his own efforts — and his goals — in perspective.

J. A. NORTON

Cleveland Metropolitan
Services Commission

New Textbook

STATE AND LOCAL GOVERNMENT AND POLITICS. By Robert S. Babcock. New York City, Random House, 1957. xvii, 386 pp. \$5.50.

Too infrequently political science texts are written by scholars who expose themselves to the give and take of practical politics. Babcock's text happily avoids this shortcoming. The reason: the author divides his time between academic tasks at the University of Vermont and senatorial duties in the state legislature. The book reflects a professor-politician's fascination for the "political game" and was inspired by "a dissatisfaction with existing textbooks on the subject."

Texts on state and local government often rivet attention on organizational charts, the interior divisional breakdown of administrative agencies and the formal relationships between governmental officials. Moreover, many are unconscious inheritors of public disdain for politics, heightened by professorial distaste for the flummery of political life. Babcock does not ignore formal structures and relationships. Instead, he deals with

them in nearly 70 pages of tables, most of which are lists of how each state performs certain functions.

The text concentrates on the problems of state and local government and tries to see them from the point of view of the practicing politician and administrator. It emphasizes day-to-day questions of government more heavily than issues such as "whether the highway department or the department of public roads should be in charge of road construction."

Remedies for evils in government are not avoided, but the author has made them seem less academic by tempering them with personal understanding of the political realities involved. For this reason students who use the book will gain a somewhat more intimate knowledge of the governmental process at the state and local level than might be the case if the approach were exclusively formalistic.

It is regrettable, however, that the special problems of metropolitan government and politics are treated so sparsely by the author. Surely, no observer of the contemporary local government scene would deny that urban problems which transgress municipal boundary lines now demand at least as much attention as do purely local problems.

R.W.C.

Council-Manager Plan

THE GROWING COUNCIL-MANAGER MOVEMENT IN MISSOURI. Jefferson City, Missouri Public Expenditure Survey, 1957. 11 pp. 50 cents.

A condensed discussion of the plan with special reference to Missouri procedures for adoption. Newspapers in the 23 manager cities, "In response to a questionnaire were virtually unanimous in the opinion that adoption of that form had greatly improved their city governments . . . better qualified citizens were induced to serve on the city council."

THE ORGANIZATION AND PRACTICES OF THE CITY COUNCILS IN THE TWENTYNINE COUNCIL-MANAGER CITIES IN THE STATE OF OREGON. By Donald L. Kohler. Eugene, Oregon, Office of City Manager, 1957. 16 pp.

Twenty-five councils answering questionnaires, reported they did not care for standing committees, did not close their agendas against new business, met on the average of twice a month for two-and-a-half-hour meetings, received news letters and agendas ahead of meetings from the manager and did a good deal of reading of full texts at meetings.

R.S.C.

Ben Pelham

FOORTY YEARS IN POLITICS — THE STORY OF BEN PELHAM. By Rea McCain, Aris A. Mallas, Jr., and Margaret K. Hedded. Detroit, Wayne University Press, 1957. 92 pp. \$3.00.

The story of Ben Pelham is a rich one of a life devoted to public service. It is the story of a man who, though never elected to public office, had an influence and power far beyond that usually wielded by most elected officials. It is the story of a member of the Negro race who taught dignity and self-respect to others of his group.

Ben Pelham was county accountant, clerk to the board of auditors and clerk to the committee of the board of supervisors of Wayne County. These positions put him in a key spot in both the executive and legislative branches of the government of Wayne County.

The authors of *Forty Years in Politics* perhaps err in being too one-sided in their evaluation of their subject without giving the readers a serious accounting of his accomplishments and failings alike. For example, it would be useful to the reader to know the bases upon which Mr. Pelham was attacked during his lifetime. There seems to be little doubt that his reputation would stand a more objective

critique than that presented in this biography.

BERNARD W. KLEIN
Michigan Workmen's Compensation
Department

Additional Books and Pamphlets

Atoms

ATOMS FOR POWER: United States Policy in Atomic Energy Development. New York, Columbia University, The American Assembly, 1957. 173 pp.

Bridges and Ferries

INTERSTATE BRIDGES AND FERRIES. Frankfort, Kentucky Legislative Research Commission, 1957. 29 pp.

Budgeting

ANNUAL ACCRUED EXPENDITURE BUDGETING: What It Means and Why It Is Needed. Washington 5, D. C., Citizens Committee for the Hoover Report, Research Department, 1957. 11 pp.

NEW STRIDES IN BUDGET MANAGEMENT. 26th Annual Report. New York City, Citizens Budget Commission, 1957. 32 pp.

City Managers

1957 CONFERENCE PROCEEDINGS. Summary of the 43rd Annual Conference of the International City Managers' Association. Chicago, the Association, 1957. 42 pp. \$2.00. (Discount on quantity orders.)

Corporations

ECONOMIC POWER AND THE FREE SOCIETY. A Preliminary Discussion of the Corporation. By A. A. Berle, Jr. New York, The Fund for the Republic, 1957. 20 pp.

Council-Manager Plan

DIRECTORY OF COUNCIL-MANAGER MUNICIPALITIES IN EUROPE. Chicago 37, The International City Managers' Association, 1958. 15 pp. \$1.00.

Education

SCHOOL ENTRANCE AGE. Frankfort, Kentucky Legislative Research Commission, 1958. 31 pp.

Governors

THE OFFICE OF GOVERNOR IN THE UNITED STATES. By Coleman B. Ransone, Jr., University, University of Alabama Press, 1956. xiv, 417 pp. \$6.00.

Housing

HOUSING LEGISLATION IN NEW YORK STATE 1957. By Charlotte E. Abbott and Barbara Reach. New York 10, Community Service Society of New York, 1957. 121 pp. 50 cents.

Intergovernmental Relations

"ERIE COUNTY . . . TIME FOR ACTION." A Reprint of a Series of Articles Prepared by Staff Reporters of the Buffalo *Courier-Express*. Buffalo, New York, *Courier-Express*, 1957. 67 pp.

Legislative Bodies

PROCEEDINGS AND REPORTS OF THE PRE-LISLATIVE CONFERENCE. Sponsored by West Virginia University in Cooperation with The Ford Foundation. Edited by Carl M. Frasure. Morgantown, West Virginia University, Bureau for Government Research, 1957. 76 pp.

Metropolitan Areas

A COMPARISON OF REGIONAL GOVERNMENT REORGANIZATION: SEATTLE AND DENVER. Denver, Colorado, Inter-County Regional Planning Commission, 1957. 10 pp.

THE HOLE IN THE DOUGHNUT. By Luther H. Gulick. An Address Delivered before the Economic Club of Detroit, November 4, 1957. Dearborn, Michigan, Ford Motor Company, Civic Affairs Office, 1957. 11 pp.

METROPOLITAN AREA PLANNING FOR NORTHEASTERN ILLINOIS AND NORTHWESTERN INDIANA. A Report of the Committee on Metropolitan Area Plan-

ning. Chicago, Metropolitan Housing and Planning Council, 1956. xiii, 157 pp. Maps. \$5.00.

METROPOLITAN LEADERSHIP. A Banker's Faith in Regional Planning. By Earl B. Schwulst. Address Delivered at the Twelfth Regional Plan Conference Luncheon, New York City, October 7, 1957. New York, Regional Plan Association, Inc., 1957. 12 pp.

Police

THE BUREAU OF POLICE OF THE CITY OF NEW ROCHELLE, NEW YORK. A Study and Report. By George D. Eastman. New Rochelle, City Manager's Office, 1957. xxii, 117 pp.

Population

IMPLICATIONS OF POPULATION REDISTRIBUTION. By Clarence Senior. Address before the Eleventh Annual Conference of the National Association of Intergroup Relations Officials, Kansas City, Missouri, November 20, 1957. New York 36, the Association, 1957. 20 pp.

Retirement Systems

TEACHERS RETIREMENT SYSTEM. Analysis of Proposed Revisions. Frankfort, Kentucky Legislative Research Commission, 1958. 39 pp.

Smoke Control

EIGHTH ANNUAL REPORT OF ACTIVITIES FOR THE YEAR ENDING MAY 31, 1957. Pittsburgh, Pennsylvania, Allegheny County Bureau of Smoke Control, 1957. 14 pp.

Statistics

COUNTY AND CITY DATA BOOK 1956. A Statistical Abstract Supplement. Washington, D. C., U. S. Department of Commerce, Bureau of the Census, 1957. xxxi, 565 pp. \$4.50. (Apply U. S. Government Printing Office, Washington, D. C.)

Toll Roads

TOLL ROAD AND TOLL BRIDGE PROJECTS—1958 AND THE FUTURE. By Samuel P.

Brown. An Address Before the Municipal Forum of New York, December 13, 1957. New York, the Forum, 1957. 15 pp. (Apply Arthur R. Guastella, *The Bond Buyer*, 67 Pearl Street, New York 4.)

Uniform Commercial Code

SUMMARY OF KENTUCKY UNIFORM CODE PROJECT. Frankfort, Kentucky Legislative Commission, 1957. 21 pp.

Urban Redevelopment

LOOKING OVER DOUGLAS' SHOULDER. As it Demonstrates How a Small City of Less Than 25,000 Population Can Carry Out All the Requirements of a Workable Program. Washington 25, D. C., Urban Renewal Administration, Demonstration Program Branch, Housing and Home Finance Agency, 1957. 44 pp.

Village Government

MANUAL OF VILLAGE GOVERNMENT IN MICHIGAN. Revised Edition. By Claude R. Tharp. Ann Arbor, University of Michigan, Institute of Public Administration, Bureau of Government, 1957. 128 pp. \$2.50.

Zoning

ADMINISTRATION OF ZONING. The J. C. Nichols Foundation Research Study 1956-1957. By Robert M. Leary. Washington 6, D. C., Urban Land Institute, *Urban Land*, December 1957. 5 pp. \$1.00.

PROPORTIONAL REPRESENTATION

(Continued from page 132)

ber 1957, page 534.) The Cincinnati situation was also discussed by Emmett Bennett of the Cincinnati Bureau of Governmental Research, Mrs. Albert D. Cash, president of the City Charter Committee, and Mrs. Thomas H. Reed of Wethersfield, Connecticut, who with Dr. Reed and Ralph A. Straetz had made a study of P.R. in Cincinnati from 1925 to 1956, published by the Stephen A. Wilder Foundation. Particular attention was given to the effects of opposition by two

of the city's three newspapers and the inflaming of racial feeling by daily headlines on the Little Rock situation, offsetting the extraordinarily good organization of the City Charter Committee for the active defense campaign.

Eric Hanson, executive director of the Cambridge Civic Association, reported on the successful battle in his city to retain P.R. at the fall election and on the election of the city council and school committee by P.R. on the same day.

The P.R. situation in Worcester, Massachusetts, was discussed by Thomas S. Green, Jr., former president of the Worcester Citizens' Plan "E" Association, and John Battles of the Worcester *Telegram*. Worcester had just completed its fifth biennial P.R. election of council and school committee and its first complete P.R. recount, which confirmed the original results. They referred to the fact that no successful attempt has yet been made to place a P.R. repeal on the ballot in that city.

The president then raised the question of what should be done to retain P.R. where it is used and to secure new adoptions. There was general discussion including questions whether people generally are now interested in minority representation and whether the frequent effect of P.R. in promoting a two-party as against a one-party system should be stressed. Plans were made for answering anti-P.R. editorials.

Richard S. Childs of New York, former president of the League, spoke on the general history of P.R. and showed a chart of its use in this country.

Need to re-educate political scientists and to instruct political science classes on the advantages of P.R. was emphasized. There was discussion of possible plans to review the American experience to date in a scholarly book while the experience of Cincinnati and other cities which no longer have it is still relatively fresh.

E.S.P.



Above, League Council member Earl Kribben (center) and Managing Editor William Arthur (right) of *LOOK* presenting award to Mayor Bill Small of Galesburg, Illinois. Left, Mrs. John G. Lee, national president of the League of Women Voters and a member of the All-America jury, at Albuquerque at award ceremonies with, left to right, *LOOK*'s Pete Dailey, B. C. Hernandez, chairman, Citizens Committee, and Maurice Sanchez, chairman, City Commission.



All-America Awards

(Continued from page 102)

with the League, co-sponsors the competition.

Philadelphia's award luncheon was attended by major public officials and leading businessmen of the area. Special guests, among them Cecil Morgan, president of the League, and Vernon Myers, publisher of *Look*, were treated to a tour of urban renewal projects which won the award.

(Continued on next page)

Left, Secretary of Alaska Waine Hendrickson speaking at Ketchikan, Alaska, award ceremony. Below, Governor Joe Foss of South Dakota addressing the meeting at which the Yankton award was presented.



But Let's Not Rest On Our Laurels



Snowy streets failed to dampen the ardor of paraders (top photo) who hailed the choice of Middletown, Ohio, as an All-America City. Each public and parochial school in Middletown picked an All-America boy and girl, who (middle) received copies of the official All-America City flag to be flown by the 22 schools. Left shows cartoon, one of many appearing in newspapers, from The Miami Herald, cautioning against smugness after establishment of first metropolitan government in the U. S.

All-America Awards

(Continued from preceding page)

General Alfred Gruenthal, president of the American Red Cross and former head of NATO, will be keynote speaker at Omaha's banquet. Nearly 40 ex-Omahans who have become famous will make this a homecoming event. The city has been decked out with All-America City pennants, posters and auto decals.

Omaha has no thought of "resting on its laurels." The award banquet will be the occasion for introducing the "Omaha Plan," a new \$100 million project to be voted on this summer.

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Tools for Achieving Better Government

Citizen groups often turn to the League for help in achieving better government in their locality. Listed below are some of the tools available to them:

Campaign Pamphlets

Story of the Council-Manager Plan, 36 pages (1955)	\$.20
Charts: Council-manager Form, Commission Form, Mayor-council Form (17½ x 22½"), 50 cents each, set of three	1.00
County Manager Plan, 24 pages (1950) .....	.30
Forms of Municipal Government—How Have They Worked? 20 pages (1955) .....	.25
Facts About the Council-Manager Plan, 8 pages (1956) .....	.05
City Employees and the Manager Plan, 4 pages (1957) .....	.05
Labor Unions and the Council-Manager Plan, 8 pages (1957) .....	.05
P. R. [Proportional Representation], 12 pages (1955) .....	.05
The Citizen Association—How to Organize and Run It, 64 pages (1953) .....	.75
The Citizen Association—How to Win Civic Campaigns, 64 pages (1953) .....	.75

(The two pamphlets above may be purchased together for \$1.20)

Model Laws

Model Accrual Budget Law, 40 pages (1946) .....	.75
Model Cash Basis Budget Law, 42 pages (1948) .....	.75
Model City Charter, 173 pages (1941)	1.50
Model County and Municipal Bond Law, 54 pages (1953)	1.00
Model County Charter, 112 pages (1956)	1.50
Model Direct Primary Election System, 48 pages (1951)	1.00
Model Investment of State Funds Law, 23 pages (1954)	1.00
Model Real Property Tax Collection Law, 40 pages (1954)	1.00
Model State and Regional Planning Law (1955)	1.00
Model State Civil Service Law, 32 pages (1953) .....	.75
Model State Constitution, 72 pages (1948)	1.00
Model State Medico-legal Investigative System, 39 pages (1954) .....	.50
Model Voter Registration System, 56 pages (1957)	1.00

Other Pamphlets and Books

American County—Patchwork of Boards, 24 pages (1946) .....	.35
Best Practice Under the Manager Plan, 8 pages (1956) .....	.15
Civic Victories, by Richard S. Childs, 367 pages (1952)	1.50
Compilation of the 48 Direct Primary Systems, 54 pages (1957)	2.00
Coroners in 1953—A Symposium of Legal Bases and Actual Practices, 90 pages, mimeographed (1955)	2.00
Digest of County Manager Charters and Laws, 70 pages (1955)	2.00
Guide for Charter Commissions, 44 pages (1957)	1.00
Guide to Community Action, by Mark S. Matthews, 448 pages (1954)...	4.00
Manager Plan Abandonments, by Arthur W. Bromage, 36 pages (1954)...	.50
The Metropolitan Problem—Current Research, Opinion, Action, by Guthrie S. Birkhead (reprinted from NATIONAL MUNICIPAL RE- VIEW), 12 pages (1953) .....	.25
New Look at Home Rule, by Benjamin Baker etc. (reprinted from NATIONAL MUNICIPAL REVIEW), 32 pages (1955) .....	.30
Proportional Representation—Illustrative Election, 8 pages (1951) .....	.10
Proportional Representation—Key to Democracy, by George H. Hallett, Jr., 177 pages (1940) .....	.25
Save Our Cities, by Joseph E. McLean etc. (reprinted from NATIONAL MUNICIPAL REVIEW), 32 pages (1954)35

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